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ABSTRACT

In 1988 officials in 27 major cities were surveyed on the following topics: (1) ability to meet demand for emergency food assistance and shelter; (2) causes and demographics of hunger and homelessness; (3) status of low-income housing; and (4) outlook for 1989. Summary findings included the following: (1) demand for emergency food assistance increased by 19 percent, emergency shelter by 13 percent, and low-income housing by 43 percent; (2) 15 percent of the demand for emergency food assistance, and 19 percent of the demand for emergency shelter went unmet; (3) demand for emergency food assistance and emergency shelter in 1989 is expected to rise in 23 cities, and demand for low-income housing is expected to rise in all; (4) the main cause of homelessness was lack of affordable low-income housing; and (5) 75 percent of the homeless population were children. None of the cities expected to be able to meet future demand for low-income housing because of the decline in federal funds. Comments from respondents and three tables of statistical data are included. The cities surveyed were Boston (Massachusetts), Charleston (South Carolina), Chicago (Illinois), Cleveland (Ohio), Los Angeles (California), Louisville (Kentucky), Minneapolis (Minnesota), Nashville (Tennessee), New Orleans (Louisiana), New York City (New York), Norfolk (Virginia), Philadelphia (Pennsylvania), Phoenix (Arizona), Portland (Oregon), Providence (Rhode Island), Saint Paul (Minnesota), Salt Lake City (Utah), San Antonio (Texas), San Diego (California), San Francisco (California), San Juan (Puerto Rico), Seattle (Washington), and Trenton (New Jersey). The appendices comprise a table of demographic data and a copy of the survey questionnaire. (FMW)

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A STATUS REPORT ON HUNGER AND HOMELESSNESS IN AMERICA'S CITIES: 1988

A 27-City Survey

January 1989

THE UNITED STATES
CONFERENCE OF MAYORS

THE UNITED STATES CONFERENCE OF MAYORS

Mayor Arthur J. Holland, President
Mayor of Trenton

Mayor Raymond L. Flynn, Chair
Task Force on Hunger and Homelessness
Mayor of Boston

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SUMMARY

To assess the status of hunger and homelessness in urban America during 1988, The U.S. Conference of Mayors surveyed 27 major cities whose mayors are members of its Task Force on Hunger and Homelessness. The survey sought information from each city on 1) the demand for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; 2) the causes of hunger and homelessness and the demographics of the populations experiencing these problems; 3) the status of housing affordable by low-income people — a key factor in the increasing incidence of homelessness; and 4) the outlook for these problems in 1989.

HUNGER

- Requests for emergency food assistance increased in 88 percent of the responding cities, by an average of 19 percent. The number of families with children requesting assistance increased in 84 percent of the responding cities, by an average of 17 percent. The requests for assistance did not decrease in any of the cities. More than three out of five persons requesting emergency food assistance in the survey cities are members of families — children and their parents.

- An average of 15 percent of the need for emergency food assistance went unmet in the survey cities last year. In 62 percent of the cities, emergency food assistance facilities had to turn people away because of lack of resources.

- Almost half of the cities (48 percent) reported a decrease in the level of resources (primarily food) available to emergency food assistance facilities. The average decrease was 29 percent. The level of assistance available to emergency food facilities increased in 41 percent of the cities, by an average of 16 percent.

  In well over half of the cities (56 percent), emergency food assistance facilities were unable to provide an adequate quantity of food. Two-thirds of the cities reported that the food provided was nutritionally balanced. In 81 percent of the survey cities emergency food assistance facilities were relied on by families and individuals both in emergencies and as a steady source of food over long periods of time.

- Eighty-five percent of the survey cities expect the demand for emergency food assistance to increase during 1989. Four cities expect demand to remain at the 1988 level.

- Leading the list of causes of hunger in the survey cities were employment-related problems, including unemployment, underemployment and low wages; low benefit levels and other limitations of public assistance programs such as food stamps; and lack of housing affordable by low-income persons.

- During the last year, all but two of the survey cities supported local emergency food assistance efforts. Sixty percent used locally generated revenues, 56 percent used state grants, and 93 percent used federal funds.

HOMELESSNESS

- During the past year requests for emergency shelter increased by an average of 13 percent across the survey cities. All but two cities registered an increase. Requests for shelter by homeless families last year increased by an average of 18 percent across the survey cities, with all but three of the survey cities registering an increase.

- An average of 19 percent of the requests for emergency shelter in the survey cities went unmet during 1988. For homeless families alone, an average of 23 percent of the requests for shelter were unmet. Shelters in two out of three of the survey cities must turn away homeless families because of lack of resources. In nearly three-fourths of the survey cities, emergency shelters must turn away other homeless people because of lack of resources.

- Officials in nearly nine out of 10 of the survey cities expect requests for emergency shelter by all homeless persons and by homeless families alone to increase during 1989.

- Emotional and mental health problems were identified most frequently as a consequence of homelessness for parents, children and families as a whole. Among the other consequences cited were school-related problems, health problems and inadequate health care, loss of self-esteem and hopelessness, and family problems.

- Every survey city cited the lack of housing affordable by low-income people as a main cause of homelessness. Other causes frequently identified were unemployment or other employment-related problems, mental illness and the lack of services needed by mentally ill persons, substance abuse and the lack of needed services, and poverty or the lack of income.

- On average, the composition of the cities' homeless population was 49 percent single men, 34 percent members of families, 13 percent single women and 5 percent unaccompanied youth. One in every four homeless persons in the survey cities was a child. An average of 34 percent of the homeless population in the responding cities were substance abusers; one-fourth were severely mentally ill; 23 percent were employed in full-time or part-time jobs; and 26 percent were veterans.

- All of the survey cities used city government funds to support shelters or other services for homeless people last year. Eighty-one percent used locally-generated revenues; 70 percent used state grants; all of the cities used federal grants.

HOUSING

- During 1988 the demand by low-income households for assisted housing increased in 88 percent of the responding cities; the demand increased on average by 43 percent. In none of the cities did the demand decrease.

- The average wait for assisted housing in the survey cities was 21 months. Waiting lists for some or all assisted housing programs have been closed in 63 percent of the survey cities. Assisted housing programs were serving 29 percent of the eligible low-income households in the survey cities.

- With the decline in federally-assisted housing programs, none of the survey cities expect to be able to meet the housing needs of low-income households in the foreseeable future.

INTRODUCTION

In October 1982, The U.S. Conference of Mayors and The U.S. Conference of City Human Services Officials brought the shortage of emergency services -- food, shelter, medical care, income assistance, energy assistance -- to national attention through a 55-city survey. That survey showed that the demand for emergency services had increased in cities across the nation, and that on average only 43 percent of that demand was being met.

Since that time the Conference has done numerous reports on hunger, homelessness and poverty in cities. These reports have documented the causes and the magnitude of the problems, how cities were responding to them and what national responses were required. They include:

- Hunger in American Cities, June, 1983
- Responses to Urban Hunger, October, 1983
- Status Report: Emergency Food, Shelter and Energy Programs in 20 Cities, January, 1984
- Homelessness in America' Cities: Ten Case Studies, June, 1984
- Housing Needs and Conditions in America' Cities, June 1984
- The Urban Poor and the Economic Recovery, September, 1984
- The Status of Hunger in Cities, April, 1985
- Health Care for the Homeless: A 40-City Review, April, 1985
- The Growth of Hunger, Homelessness and Poverty in America's Cities in 1985: A 25-City Survey, January, 1986
- Responding to Homelessness in America's Cities, June, 1986
- The Continued Growth of Hunger, Homelessness and Poverty in America's Cities in 1986: A 25-City Survey, December, 1986
- A Status Report on Homeless Families in America's Cities: A 29-City Survey, May, 1987
- Local Responses to the Needs of Homeless Mentally Ill Persons, May, 1987
- The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987, A 26-City Survey, December, 1987
- A Status Report on The Stewart B. McKinney Homeless Assistance Act of 1987, June, 1988

To spearhead the Conference's efforts to respond to the emergency services crisis in cities, the President of The Conference of Mayors appointed 20 mayors to a Task Force on Hunger and Homelessness in September, 1983. That Task Force is chaired by Boston Mayor Raymond L. Flynn, and the number of mayors serving on it has increased to 29. The Task Force meets at least twice each year; many of its members have testified before Congress; and the cities represented on it have provided information to Conference staff on conditions relating to hunger and homelessness for the various reports that have been prepared.

This report provides information on the current status of hunger, homelessness and the conditions which have affected them in 27 of the cities represented on the Task Force. A copy of the survey instrument sent to the cities is contained in the Appendix. To respond to it the city officials collected and compiled information from a wide range of public and private agencies knowledgeable about the problems of hunger and homelessness in their communities. The data were collected from the cities for the period of November 1, 1987 to October 31, 1988 during November and December, 1988. It was supplemented with data on population, poverty and unemployment available from the Bureau of the Census and the Bureau of Labor Statistics. The reader should note that in no case do the percentages reported for a survey question include a city unable to respond to that question.

This report was made possible by a grant from the Primerica Foundation.

HUNGER

The demand for emergency food assistance increased in nearly nine out of ten of the cities, by an average of 19 percent. The demand by families with children, in particular, increased in more than eight out of ten cities, by an average of 17 percent. More than three out of every five persons requesting emergency food assistance in the survey cities are children and their parents. In none of the survey cities did the demand for emergency food assistance decrease during the past year. The capacity of emergency food assistance facilities decreased in almost half (48 percent) of the survey cities, by an average of 29 percent. In over half of the cities emergency food assistance facilities were unable to provide sufficient amounts of food to those who received assistance. Emergency food assistance facilities in 62 percent of the responding cities must turn away people in need because of lack of resources. The city officials estimate that 15 percent of the demand for emergency food assistance went unmet last year. The demand for emergency food assistance is expected to increase in 85 percent of the survey cities during 1989; it is not expected to decrease in any of the cities.

THE DEMAND FOR EMERGENCY FOOD ASSISTANCE

The demand for emergency food assistance during the last year increased in all but three, or 88 percent, of the responding cities. The average amount of the increase was 19 percent, ranging from five percent in Cleveland and San Diego, six percent in Detroit and Louisville and 10 percent in Boston, Charleston, Los Angeles and Seattle, to 20 percent in Hartford, Providence, San Antonio and San Francisco, 33 percent in Kansas City, 53 percent in Salt Lake City, 60 percent in San Juan and 73 percent in Phoenix. Chicago, Denver and Portland reported that the demand for emergency food assistance remained the same during the last year. The demand for assistance did not decrease in any of the cities.

The city officials commented on the increase in requests for emergency food assistance:

- BOSTON: "The meal programs in Boston served 10 percent more meals in the last year. The food pantries served slightly fewer people because they didn't have enough food to keep up with the increasing demand."

- CLEVELAND: "The increased demand is evident in statistics kept by the three largest programs in the area: Food Bank of Greater Cleveland, Inter-Church Council and The St. Vincent DePaul Society. The Inter-Church Council served more people by September 30, 1988 than were served during all of 1987."

- DETROIT: "Unemployment in the city of Detroit has not dipped below ten percent since 1978. This is according to official statistics and is an annual average. As people exhaust unemployment benefits they must seek out public assistance. Food stamp benefit levels remain inadequate, particularly with benefits amounting to about $47.00 per

person per month. As more lay-offs occur and people exhaust benefits they are thrown into the public assistance rolls and run out of food before the end of the month. Higher food prices attributed to the drought have also contributed to the increase."

- LOS ANGELES: "The demand has increased largely due to an increase in the number of homeless families over the past year. The Los Angeles Regional Food Bank, which supplies over 400 agencies with food, reported a 10 percent increase in the requests they received."

- LOUISVILLE: "The emergency food provision network, Dare to Care, served approximately 77,000 persons in the 1986-1987 period, compared to 82,000 in this last period. Additionally, there are numerous new neighborhood food box programs providing supplementary assistance."

- NEW YORK CITY: "The number of emergency food assistance programs increased by 18 percent during the past year, from 487 to about 575. In addition, these programs are experiencing an increase in the volume of requests normally received as documented by the increases in calls received by the Food and Hunger Hotline and by statistics maintained by providers."

- SAINT PAUL: "There has been a shift in the profile of food assistance recipients. There has been a pronounced increase in the number of recipients where one person in the household is employed and where wages are not adequate to meet the family's needs."

- SAN ANTONIO: "The increase is due primarily to a lack of affordable housing. Individuals are beginning to use a higher percentage of their expendable income to meet housing costs."

- SEATTLE: "The report of The Governor's Task Force on Hunger, Hunger in Washington State, indicates that hunger throughout the state is more widespread than originally believed."

REQUESTS BY FAMILIES FOR EMERGENCY FOOD ASSISTANCE

The number of families with children requesting emergency food assistance during the last year increased in 21, or 84 percent, of the responding cities. The average amount of the increase was 17 percent, ranging from three percent in Cleveland, five percent in San Diego, ten percent in Boston, Charleston, Philadelphia, Saint Paul, San Antonio, and Seattle, to 25 percent in New York City, 30 percent in San Juan, 40 percent in Phoenix, 53 percent in Salt Lake City, 68 percent in Minneapolis, and 70 percent in Kansas City. Four cities -- Chicago, Denver, Louisville and Portland -- reported that the number of families with children requesting emergency food assistance stayed the same during the last year. No city reported a decrease in the demand from families with children.

More than three out of every five persons (62 percent) requesting emergency food assistance in the survey cities were either children or their parents. In four cities -- Chicago, Denver, Providence and San Diego -- the percentage was less than 50 percent. In nine cities three-quarters

or more of those requesting emergency food assistance are families with children: Los Angeles, Nashville, Detroit, Trenton, Saint Paul, Philadelphia, Portland, San Antonio and Charleston.

Among the comments from the city officials on the increased demand by families for emergency food assistance:

- BOSTON: "Eighty-two percent of all the food pantries in Boston serve families with children. Families with children in need of food assistance are growing in numbers faster than any other group."

- HARTFORD: "Food pantry workers have noted an increase in the number of working poor requesting food assistance due to high housing costs."

- LOS ANGELES: "There has been a large increase in the number of homeless and hungry families, notably two-parent families."

- PHOENIX: "The community service centers are seeing more intact families and more single women with children coming in for services. An increasing number of these are families with incomes inadequate to meet their needs."

- SAINT PAUL: "There has been a greater increase in the number of single parent households requesting emergency food assistance."

- SALT LAKE CITY: "The largest increase in the number of requests for emergency food assistance during the past year has come from single mothers and children."

- SAN ANTONIO: "The lack of affordable housing has led to an increase in the number of families with children requesting emergency food assistance. Furthermore, two-income families who are ineligible for food stamps are now finding it necessary to request emergency food assistance."

- SAN FRANCISCO: "The increase has been especially notable among single mothers with children."

- SEATTLE: "More and more low-income working families are using emergency food programs to supplement their own food supply."

- TRENTON: "The County Board of Social Services responsible for AFDC cases is showing a rise in emergency food requests by 15-20 percent."

THE CAUSES

Various factors, often interrelated, have contributed to the increased demand for emergency food assistance. Those most frequently identified by the survey cities are unemployment and other employment-related problems; low benefit levels and other limitations of public assistance programs, including food stamps; and inability to pay for the high cost basic necessities.

- **Employment-related problems.** A total of 19 cities (70 percent) cited employment-related problems as a cause of hunger.

  - **Unemployment** was specifically cited by 14 cities: Charleston, Cleveland, Detroit, Kansas City, Louisville, Nashville, New Orleans, Philadelphia, Providence, Salt Lake City, San Antonio, San Juan, Seattle and Trenton.

  - **Low wages,** insufficient to meet the cost of basic necessities, were identified as a cause of hunger by 12 cities: Cleveland, Detroit, Kansas City, Los Angeles, Seattle, Minneapolis, Nashville, New York City, Portland, Providence, Trenton and Saint Paul. **Low minimum wage** was specifically mentioned by Detroit, Los Angeles, Minneapolis, New York City and Trenton. Officials in Los Angeles cited the "decreased purchasing power of the minimum wage." Detroit officials indicated that "the inadequacy of minimum wage jobs to support families contribute to the problems of hunger and homelessness."

  - **Underemployment** was mentioned by Boston, Los Angeles, New Orleans, Minneapolis, New York City and Phoenix.

- **Low benefit levels and other limitations of public assistance programs, including food stamps,** were identified as a cause of hunger by 16 cities: Boston, Chicago, Detroit, Hartford, Los Angeles, Nashville, New Orleans, New York City, Philadelphia, Phoenix, Portland, Providence, Salt Lake City, San Francisco, San Diego and San Juan. Officials in New York City cited "seriously eroded public assistance benefits and low food stamps benefits." Portland mentioned the "failure of public assistance programs to meet the needs, either in terms of benefit levels or available resources." Difficulties in accessing benefits due to lack of information and other factors were mentioned by Phoenix, Los Angeles and Nashville.

  Specific problems relating to the food stamp program were mentioned by Salt Lake City, San Francisco, New York City, Nashville, Hartford and Providence. Providence cited "inadequate food stamps allotments." Salt Lake City mentioned "problems with the delivery of federal food programs, especially the 30-day wait for food stamps after application." Officials in San Francisco indicated that "food stamps do not reach all eligible persons and they cannot be used for prepared meals when people have no cooking or refrigeration facilities (typical of SRO hotels.)" Nashville cited "exhaustion of food stamps" before the end of the month as a cause of hunger.

- **Lack of housing affordable by low-income persons** was specifically cited as a cause of hunger by nine cities: Hartford, Los Angeles, Minneapolis, New York City, Phoenix, Providence, Saint Paul, San Antonio and Seattle. Officials in Portland indicated that the "high cost of housing leaves little income for food." Saint Paul officials said: "Shelter will cost nearly half of the food shelf recipients between 50 percent and 70 percent of their monthly income." In San Antonio, "expendable income is increasingly being used for housing."

- o **High incidence of poverty** was identified as a principal cause of hunger by Boston, Cleveland, Los Angeles, New Orleans, Philadelphia, Portland, Salt Lake City and San Antonio.

Other causes identified for the problem of hunger were:

- o **Inability to pay for the high cost of basic necessities** — by Minneapolis, Phoenix, San Francisco and Kansas City. Minneapolis officials specifically mentioned high child care and health care costs. High utility costs were cited by Phoenix. San Francisco mentioned the "increased cost of living." In Kansas City officials noted that "clients do not have enough money to buy food and also meet other financial needs. Families may cut their food budget in order to pay for other needs, such as utilities."

- o **Breakup of families** — Louisville, Norfolk and San Juan. **Family crises** — by Chicago and Louisville. **Domestic violence** — Norfolk. **Changing family structures** — by Seattle.

- o **Mental illness and mental health policies** — by Charleston, Denver, Norfolk and San Juan.

- o **Substance abuse** — Charleston, Denver, San Juan and Trenton.

- o **Homelessness** — Norfolk, San Francisco and San Diego.

- o **Lack of access to supermarkets in low-income areas of the city** — by Boston and Trenton.

Other causes of the problem of hunger mentioned include: exhaustion of unemployment benefits, poor economic situations faced by city and state governments, local economic decline and high illiteracy rate.

THE CAPACITY

LEVEL OF RESOURCES AVAILABLE TO EMERGENCY FOOD ASSISTANCE FACILITIES

The level of resources (funds, volunteers, food, etc.) available to emergency food assistance facilities decreased in 13 cities (48 percent), increased in 11 (41 percent), and stayed the same in another three. Those cities which reported a decrease were Chicago, Cleveland, Detroit, Los Angeles, Nashville, New York City, Phoenix, Portland, Providence, Saint Paul, San Antonio, San Diego and San Francisco. The level of assistance increased in Boston, Charleston, Denver, Hartford, Kansas City, New Orleans, Norfolk, Philadelphia, Salt Lake City, San Juan and Trenton. Norfolk officials noted, however, that "the level of food and donations has not increased, only the level of volunteers has increased." The level of assistance stayed the same in Louisville, Minneapolis and Seattle.

The average decrease in the level of resources available to emergency food assistance facilities in the survey cities was 29 percent. Saint Paul had a five percent reduction, Phoenix and San Francisco a 20 percent

reduction, Nashville and Los Angeles a 23 percent reduction, Detroit a 28 percent reduction, Cleveland and San Diego a 50 percent reduction, and Chicago a 55 percent reduction. The level of assistance available to emergency food assistance facilities in the survey cities increased by an average of 17 percent. It increased by seven percent in Trenton, 10 percent in Boston, 15 percent in Denver, Kansas City and Philadelphia, 20 percent in Charleston, 25 percent in Hartford and Norfolk, and 60 percent in San Juan.

City officials commented on changes in the level of resources available to emergency food assistance facilities:

- CLEVELAND: "An estimated 20 percent cut in FEMA funding and a significant cut in TEFAP commodities (60 percent) has dramatically reduced resources available. This trend has been slightly offset by a greater number of churches in the area participating in food programs."

- DETROIT: "Some emergency food providers and food bank-type operations indicate that there has been a sharp decrease in the amount of food coming in from the farming community because of the drought."

- LOS ANGELES: "One food agency noted an overall decrease in pounds of food of 20 percent (a decrease of four million pounds; USDA-provided food decreased 33 percent (2.9 million pounds). Privately donated food was down 15 percent. It is anticipated that USDA food will be even less next year. The number of volunteers is down 10 percent from last year. It was felt that people think the government is 'taking care' of homelessness with the passage of the McKinney Act."

- NEW YORK CITY: "Local donations from manufacturers are down. Volunteer resources available to providers have decreased. The amount of City funds available to food for emergency assistance providers has remained at the same level for two years. FEMA funds decreased and state funds have increased by only $385,000."

- PHOENIX: "The TEFAP commodities program is no longer available. This has been a major loss. Other sources of food are up, but a shortfall of 15-20 percent remains due to TEFAP changes."

- PROVIDENCE: "The availability of state and federal commodities is less. The number of facilities from which people obtain food haS actually increased. However, many items, such as canned meat, are no longer available. Only cookies, cheese, frozen cherries and butter are provided."

- SAINT PAUL: "Most of the emergency food shelf providers have experienced slight decreases in the area of funds and volunteers. At certain times of the year, less food is donated causing shortages at some shelves."

- SALT LAKE CITY: "Despite local efforts to increase food donations, funds and volunteers, demand always exceeds available supplies. There is still a significant funding and staffing shortage."

- SAN ANTONIO: "The local food bank has been directly impacted by the reduction in the Title II program. However, through an aggressive campaign the food bank is attempting to offset this reduction through direct community support and donations."

- SAN DIEGO: "Local food banks have received reduced federal commodities and have had to rely on emergency appeals to the public for assistance. Since last year, the amount of food available to food banks haS decreased significantly."

- SAN FRANCISCO: "The San Francisco Food Bank has experienced a 46 percent reduction in private donations of food, possibly the result of changes in the tax law."

- BOSTON: "Locally donated funds and volunteer time have increased. However, the amount of food available through the federal surplus commodities program has decreased dramatically."

- CHARLESTON: "As the community becomes more aware of the problem, it is more responsive to the needs."

- SAN JUAN: "The availability of federal funds and increased public concern toward the problem of homelessness have motivated increased public and private efforts."

- KANSAS CITY: "There has been an increase in the amount of food made available. However, the amount of food available is still less than the amount needed to fulfill the increased requests."

In Louisville, where the level of resources stayed the same as in the previous year, officials stated: "Due to this summer's drought, price increases have decreased our buying power. Corporate donations to the food bank during the spring declined, also due to the drought. This has been offset by the collection of Kentucky Harvest and an aggressive fall drive."

EMERGENCY FOOD ASSISTANCE FACILITIES: FOR EMERGENCIES ONLY OR A STEADY SOURCE OF FOOD?

Twenty-two cities, or 81 percent, indicated that emergency food assistance facilities were used both for emergencies and as a steady source of food for long periods of time. Among them were Boston, Charleston, Cleveland, Kansas City, Los Angeles, New York City, Phoenix, Philadelphia, Providence, Saint Paul, Seattle and Trenton. Five cities — Chicago, Denver, Nashville, New Orleans and San Antonio — reported that emergency food assistance facilities were used primarily for emergencies only. Several city officials noted that the use of emergency food assistance only for emergencies and not as a steady source of food is often due to restrictions imposed by the programs on the frequency individuals can receive assistance or on the programs' lack of resources. Specific comments include:

- BOSTON: "Emergency food facilities are primarily used by people in crises, caused by unemployment, rent increases, medical expenses, or

after immediate drains on their funds. However, the inadequacy of public benefits and the chronic underemployment of some force them to rely on 'emergency' food assistance In a continuing way."

- CHARLESTON: "Most facilities offer one-time assistance. Some offer assistance until other sources (food stamps or income) is available."

- CHICAGO: "Previously, approximately 60 percent of the families were repeat users, receiving emergency food an average of six times per year. Recently, because of the increasingly heavy drain on limited resources, the original rules for issuance were reinforced to end frequent issuances to the same family and to permit only emergency needs to be met."

- CLEVELAND: "For some, use of food assistance is short term. For those dependent on food stamps, the use of pantries and meal programs are a necessary supplement."

- DETROIT: "Soup kitchens, of which there are about 22 in the city of Detroit, do not require a demonstration of need, nor do they limit the number of times a client can use this service. Many soup kitchens report high numbers of regulars who are obviously looking at them as a permanent source of nutrition. Food pantry operations do require proof of need and most pantries limit the number of times a client can utilize the service. This may range from only once a month, to once every three months to once every six months."

- KANSAS CITY: "Although the stated purpose of many of the pantries is to meet emergency needs, often among the clientele are individuals and families who come regularly on a once-a-month basis for assistance. Also, some pantries provide USDA commodities as part of their program. At least one pantry offers a nutrition supplement for the elderly on a consistent basis."

- LOS ANGELES: "Agencies which can provide a steady supply of food do so. Most agencies are restricted by funding limitations to emergency provisions or they are forced to limit the number of times an individual can utilize their facility in a given time period. If these restrictions did not exist, people would definitely use the facilities as a steady source of food."

- NEW YORK CITY: "Providers report seeing the same clients repeatedly. Some clients use facilities because of a short-term interruption in cash flow or receipt of income. A larger number of working poor and public assistance recipients simply do not have enough income to cover food and shelter costs on a regular basis. This client population is turning in increasing numbers to emergency food providers as a steady source of food."

- NASHVILLE: "Although individuals and families can receive emergency food repeatedly, there are still some limitations placed upon the number of times they can receive such food since the food is intended to help only individuals and families in emergency situations."

- NEW ORLEANS: "The Food Bank for Emergencies, specifically, assists only individuals and families in temporary crisis situations. Food Bank assistance can, if absolutely necessary, be offered every three months."

- NORFOLK: "Emergency food assistance facilities are used mostly for emergencies only. However, some churches provide food to families needing assistance on a monthly basis."

- PHOENIX: "Food banks and pantries are seeing many new first-time users. There are more repeat users, as well, once the food source has been located. Food banks and pantries are becoming supplemental sources of food rather than emergency sourcess only."

- PORTLAND: "Approximately 90 percent of the use is for emergencies only; 10 percent is at agencies which allow some families to receive regular monthly food supplements."

- PHILADELPHIA: "Emergency food cupboards are more and more being used as a steady source of food. Soup kitchens tend to be used as a steady source."

- SAINT PAUL: "When an individual or family comes into a food shelf facility they are given a minimum three day supply of food. Depending on the situation of the recipient, they may be back every three to five days for an extended period of time until their own situation improves where they no longer require assistance."

- SALT LAKE CITY: "Emergency food orders are limited at food banks but many persons rely on soup kitchens for a steady supply of food."

- SAN ANTONIO: "The available amount of food is insufficient to meet a need for long term sustainment."

- SAN FRANCISCO: "Individuals and families can get emergency food assistance through soup kitchens and such programs as the Emergency Food Box. Many people, however, rely on those programs as a primary source of food."

- SEATTLE: "Many more low-income working families are using the emergency food programs to supplement their food supply on a regular basis."

THE QUALITY AND QUANTITY OF THE FOOD PROVIDED

Over half of the survey cities (56 percent) reported that emergency food assistance facilities were unable to provide an adequate quantity of food for those who receive assistance. Those cities are: Boston, Cleveland, Detroit, Hartford, Kansas City, Los Angeles, Minneapolis, New York City, Philadelphia, Providence, San Antonio, Salt Lake City, San Juan, Seattle and Trenton. The remaining 44 percent of the cities said facilities were able to provide an adequate quantity of food. Among them are Charleston, Chicago, Denver, Louisville, Nashville, New Orleans,

Phoenix, Portland, Norfolk, Saint Paul, San Diego and San Francisco. Charleston officials noted, however, that "usually a three to five day supply is provided" per request. In New Orleans, officials indicated that "quantity is adequate, but only a three-day supply is given."

Sixteen cities, or 67 percent of those that responded to the question, said that emergency food assistance facilities were able to provide nutritionally-balanced food. Those cities are Chicago, Charleston, Cleveland, Denver, Detroit, Louisville, Minneapolis, Nashville, New Orleans, Portland, Norfolk, Salt Lake City, San Diego, San Francisco, San Juan and Trenton. Eight cities — Boston, Hartford, Kansas City, New York City, Phoenix, Philadelphia, San Antonio, Seattle and Trenton — indicated that the food provided by emergency food assistance facilities was not nutritionally balanced.

Among the comments from the city officials:

- CLEVELAND: "Since commodity cutbacks in August 1988, some distribution centers have from time to time exhausted their supply of food. Moreover, a three-day supply every two months is not enough. To the extent possible, food centers attempt to provide a balanced three-day supply of food."

- KANSAS CITY: "Whether or not emergency food assistance facilities can provide an adequate quantity of food varies depending on foods available at a given facility at any given time."

- LOS ANGELES: "Most agencies are restricted by funding limitations to emergency provisions or they are forced to limit the number of times an individual can utilize their facility in a given time period."

  "The food supply is less balanced than last year because of the unavailability of TEFAP food. For example, last year USDA provided the majority of dairy goods. Since then, there has been a 33 percent decrease in the amount they have given, which has had a significant negative impact on the nutritional balance that can been provided. Also, agencies' buying habits have changed; they increase the available amount of food by buying a more restricted variety of foods in bulk."

- SAN JUAN: "Most soup kitchens and shelters for homeless persons serve one or two meals on week days only."

- NEW ORLEANS: "Quantity is adequate, but only a three day supply is given....Our emergency pantry offers staples such as sugar, flour, canned vegetables, canned meats and peanut butter. Also included are spaghetti, macaroni, cereals, dried beans, and rice. These provide an adequate balance of nutritional foods."

- BOSTON: "The food network depends heavily on surplus federal commodities and cosmetically damaged packaged goods from the food industry. Surplus federal commodities have been cut back. The food industry is not donating high quality nutrition foods. Food pantries and soup kitchens lack transportation needed to get the food."

- DETROIT: "Every attempt is made by emergency food providers to provide a balance in the kinds of food available. Additionally, through the Mayor's Emergency Relief Fund and through the (FEMA) Emergency Food and Shelter Program funds, a number of church and community organizations throughout the city, which specialize in or emphasize specialized dietary concerns, are receiving support. However, due to limited resources, adequate nutrition is not easily achieved. Also, by their very nature, the circumstances which bring families to soup kitchens and other emergency feeding programs do not lend themselves to nutritional concerns."

- HARTFORD: "We receive a variety of food. However, it is not necessarily nutritionally balanced. Also, funding is not available to make up for the inbalance."

- KANSAS CITY: "Some facilities provide nutritionally balanced food, but most often they do not. There is a standard nutritionally balanced basket 'guide' made available through Harvesters-Food Network to all pantries that receive food from the Network. Some pantries had already devised such a 'guide' but for many this is a much needed tool. However, the agencies' ability to fill baskets with a nutritional balance, is dependent upon the food items which are available at the time."

- NEW YORK CITY: "There are some providers able to put together nutritionally balanced meal or food packages some of the time, but no provider does this all of the time. This is particularly true with pantries which are finding it harder and harder to keep their shelves stocked with a variety of nutritious products. This is due to a significant decrease in donated foods and avilable funding."

- PHOENIX: "Suppliers do not always have all the resources to provide a nutritionally balanced food box or an adequate amount of food for a three-day period. Resources are not always equal to demand in some geographic areas, resulting in temporary short-falls and occassional exhaustion of food. Food box contents standards are not consistent among food banks and pantries."

- PHILADELPHIA: "An effort is made to provide a balanced diet but it is constrained by the type of food available for distribution. 'When we have cheese, we give out cheese.'"

- SEATTLE: "Food distributors rely mainly upon donated foods, which may not always provide a nutritionally balanced meal for the clients.

- SALT LAKE CITY: "Food supplies are acquired primarily from donations and are nutritionally balanced to the greatest extent possible."

- CHICAGO: "The family food box contains 31 items and 34 pounds (net weight) of food and is sufficient to feed a family of four (two adults and two children) for four days. Its contents are reviewed annually by a nutritionist, who also prepares sample menus for inclusion in the box."

- LOUISVILLE: "We would like to provide the client with fresh meat and dairy products; however, our resources will not stretch that far."

- TRENTON: "Area welfare agencies have focused additional attention on the nutritional balance of emergency food assistance. The city's ongoing feeding facilities have a nutritionist who monitors the daily menus."

- PROVIDENCE: "The food provided by soup kitchens is, at great expense, nutritionally balanced. The federal commodities programs do not provide balanced nutrition at all. Food pantries provide whatever food is donated but make an effort to offer a nutritional mix in the bags of groceries given out."

- SAINT PAUL: "This greatly depends on the time of year. From fall through early spring there is a good supply of food and the providers are able to give a family or individual a three to five day supply which is nutritionally balanced. However, in late spring and summer, when the food shelves supply is depleted, the supply is for three days and the range is limited and not balanced."

- PORTLAND: "Statewide standards have been established by the food bank to insure nutritionally adequate food. Standards for nutritionally adequate infant formula have also been established."

THE FUNDING

During the last year, all but two of the survey cities used funds (either locally generated or federal or state grants) to support local emergency food assistance efforts. The funds came from a variety of sources:

- Fifteen cities (56 percent) used locally generated revenues: Boston, Charleston, Chicago, Cleveland, Denver, Detroit, Los Angeles, Louisville, New York City, Nashville, Phoenix, Portland, San Francisco, San Juan and Trenton.

- Fourteen (52 percent) used state grants: Charleston, Cleveland, Detroit, Hartford, Los Angeles, Louisville, New York City, Norfolk, Phoenix, Portland, Philadelphia, San Francisco, San Juan and Trenton.

- Federal funds were used in 93 percent of the survey cities, or in all 25 cities that reported funding local emergency food assistance facilities: Boston, Charleston, Chicago, Cleveland, Denver, Detroit, Hartford, Kansas City, Los Angeles, Louisville, New York City, Nashville, New Orleans, Phoenix, Portland, Norfolk, Philadelphia, Saint Paul, Salt Lake City, San Antonio, San Diego, San Francisco, San Juan, Seattle and Trenton. Of these:

  * Emergency Food and Shelter Program (FEMA) funds were used by 19 cities (71 percent): Boston, Charleston, Cleveland, Denver, Detroit, Hartford, Los Angeles, Louisville, New York City,

Nashville, New Orleans, Portland, Norfolk, Philadelphia, San Antonio, San Francisco, San Diego, San Juan and Trenton.

* **Community Development Block Grant** funds were used by 14 cities: Boston, Charleston, Chicago, Cleveland, Detroit, Los Angeles, New York City, New Orleans, Portland, Salt Lake City, San Diego, San Francisco, San Juan and Seattle.

* Thirteen cities used **Temporary Emergency Food Assistance Program** funds: Cleveland, Detroit, Hartford, Los Angeles, Nashville, New York City, New Orleans, Phoenix, Portland, Philadelphia, San Antonio, San Francisco, and Trenton.

* **Stewart B. McKinney Homeless Assistance Act** funds were used by 14 cities: Charleston, Cleveland, Denver, Detroit, Hartford, Los Angeles, New York City, Nashville, New Orleans, Norfolk, San Diego, San Francisco, San Juan and Saint Paul.

* Eleven cities used **Community Services Block Grant** funds to support emergency food assistance efforts: Chicago, Cleveland, Denver, Detroit, Los Angeles, Louisville, New York City, Phoenix, San Antonio, San Diego, and San Francisco.

THE UNMET NEED

On average, 15 percent of the demand for food assistance was estimated to have gone unmet in the survey cities. The unmet need ranges from one percent in Nashville, four percent in Saint Paul, five percent in Kansas City, Phoenix and Philadelphia, and 10 percent in Boston, Cleveland, New Orleans and San Diego, to 19 percent in Detroit, 30 percent in Los Angeles, 44 percent in Chicago and 45 percent in Trenton.

In 16 (62 percent) of the responding cities emergency food assistance facilities have to turn away people in need because of lack of resources: Boston, Charleston, Chicago, Cleveland, Detroit, Kansas City, Los Angeles, New York City, Nashville, New Orleans, Phoenix, Norfolk, Salt Lake City, San Diego, Seattle and Trenton. Ten cities -- Denver, Hartford, Louisville, Minneapolis, Portland, Philadelphia, Providence, Saint Paul, San Antonio and San Francisco -- reported that none of the demand for emergency food assistance went unmet. Three of those cities qualified their answers:

- HARTFORD: "No one is turned away, although adequate amounts of food are often not available. They are given whatever is available."

- LOUISVILLE: "No one is turned away. However, we are very concered about cutbacks in the surplus commodity food program and its effect on the ability of those facilities to serve people in need."

- PHILADELPHIA: "Occasionally a cupboard or soup kitchen will run out but this is not usual. A major gap is lack of weekend service."

Other city officials explained their responses:

On Unmet Demand

- BOSTON: "It is estimated that, on average, food pantries respond to 90 percent of the requests they receive for food. It is also estimated, however, that many underemployed families and fixed-income individuals need food assistance but don't request it."

- CHICAGO: "Most users (who are usually public assistance recipients) would probably utilize the program monthly if the resources were available. In terms of this potential demand, unmet need probably exceeds 90 percent."

- DETROIT: "One local umbrella agency, the Southeastern Michigan Food Coalition, has reported that among its member organizations, an estimated 1,100 clients are turned away each month from private agencies which have run out of food."

- KANSAS CITY: "The estimated five percent of unmet demand does not reflect those persons who are in need but do not come to the pantries for assistance. Ninety percent of those requesting help in July 1988 alone were actually served. Another significant occurrence is that about 10 percent of the assistance facilities give out less food..."

- LOS ANGELES: The estimated 30 percent of unmet demand "is a result of significant increases in the number of people seeking assistance, coupled with the substantial decrease in available resources."

- NEW ORLEANS: "Our city has a network of pantries in the area which, in general, meet the food demand. However, the increase in those needing emergency food has placed a strain on some food pantries."

- PHOENIX: "It is believed that people ultimately get to an appropriate supplier of emergency food. This, however, may take two or three stops."

- SALT LAKE CITY: "The biggest problems regarding the demand for emergency food assistance which goes unmet relate to lack of access in some georgraphical areas and the unavailability of assistance on weekends, holidays and evenings."

On People Being Turned Away from Emergency Food Facilities

- BOSTON: "Approximately 24 percent of the food pantries in Boston are forced to turn away some families and individuals requesting food because of insufficient food supplies. Other pantries give out only a three-day supply of food or even a few cans because of a lack of food to distribute."

- CHARLESTON: "At times agencies run out but they are usually able to refer clients to other programs that have adequate supplies."

- CHICAGO: "Family maintenance users (i.e. families who received assistance repeatedly, on an average of six times per year) are being

limited to one issuance per year and are afterwards turned away in order to conserve the supply of food for families with true emergencies."

- CLEVELAND: "Commodity shortages have caused pantries to close from time to time, until supplies could be replenished."

- DETROIT: "About 21 percent of the people requesting emergency food assistance are getting turned away and sent to other outlets. Additionally, because of reduced resources many emergency feeding operations have had to cut back on the amount of service they provide."

- KANSAS CITY: "During the period between July 1987 and July 1988, approximately 45,000 households representing about 130,000 people (by an unduplicated count) received emergency food assistance from the 171 pantries. Over the year, an estimated five percent were turned away because of lack of resources."

- NEW YORK CITY: "Most providers report having to turn away clients or having to give out less food in order to serve more clients."

- NEW ORLEANS: "Some pantries simply run out of food due to the vast need in our city, and cannot always be a source of help. They provide emergency food assistance which is defined as being available once every three months."

- NORFOLK: "There has been an increase in food requests but not an increase in financial and food donations."

- PHOENIX: "In general, there is a shortage of staff to assess needs and access food resources. At the smaller food pantries, there is also a shortage of food."

- PROVIDENCE: "State and federal commodities have been reduced. The number of facilities for people to obtain food has actually increased. However, canned meats and other such protein items are no longer available. Only cookies, cheese, frozen cherries and butter are provided."

- SALT LAKE CITY: "Sometimes food supplies are limited and the number and frequency of visits are restricted. The problem is especially severe at the end of each month when food stamp allotments have been exhausted. Also, sometimes no staff is available to operate the food banks."

- SAN DIEGO: "Lack of federal food commodities, a 15 percent reduction in contributions and the drought all contributed significantly to the amount of food available to food banks."

- TRENTON: "Due to an overwhelming increase in emergency feeding needs, especially at the end of each month when welfare allocations have been exhausted, many agencies don't have the capacity to serve the additional demands."

THE OUTLOOK

EXPECTED REQUESTS FOR EMERGENCY FOOD ASSISTANCE IN 1989

More than four-fifths of the survey cities (85 percent) expect the demand for emergency food assistance to increase during 1989. Four cities -- Denver, Portland, Phildelphia and Saint Paul -- expect it will stay the same. Denver officials noted, however, that they anticipate the demand will remain at current levels "unless the local economy gets even worse or current funds for emergency food assistance are cut back." The demand for emergency food assistance is not expected to decrease in any of the cities. Officials in Portland also qualified their answer: "The need in Portland has leveled off, although we see an increase in requests from the suburbs of the metropolitan area. We are very concerned about the impending cutbacks to approximately one-third of current USDA resources. We do not believe the cut can be covered by the private sector or local government."

The reasons given by the city officials for the expected increase are often complex:

- BOSTON: "Public assistance benefits are expected to remain inadequate at the federal level despite welfare reform legislation. Growth in the state economy shows signs of slowing down. The cost of housing remains very high and the wages available to unskilled workers are not sufficient to feed their families."

- CHARLESTON: "None of the factors that cause the need for emergency food assistance have changed significantly."

- CHICAGO: "There has been no significant improvement in the economic status of the city's poor and near poor."

- CLEVELAND: "Approximately 12 percent of the clients at hunger centers are first time users. Moreover, poverty estimates by the Council for Economic Opportunities of Greater Cleveland are anticipated to rise."

- DETROIT: "People who were laid off earlier this year and were not called back to work will eventually exhaust unemployment compensation and will be forced to seek out public assistance. This will surely prompt an increase in demand for emergency food."

- HARTFORD: "In 1988 we saw a 20 percent increase in requests for emergency food assistance due primarily to the sky-rocketing housing market. We don't see affordable housing coming about in 1989. The situation will only worsen."

- KANSAS CITY: "The trend in requests for emergency food assistance since July 1987 has been steadily upward. There is no obvious economic change anticipated in the community which will impact that trend positively (e.g. opening or reopening of large companies)."

- LOS ANGELES: "We have agencies that provide emergency food assistance that are on waiting lists to obtain food."

- LOUISVILLE: "The number of homeless persons are increasing and cutbacks in commodities are reducing the supply of emergency food."

- MINNEAPOLIS: "There was a sharp increase in the last two months of 1988. We anticipate this trend to continue in the coming months."

- NEW YORK CITY: "No systemic changes or new food assistance programs are on the immediate horizon. Although we are developing a hunger policy for New York City, this will not be completed until after 1989. Further, no matter what policy is approved, the lack of affordable housing, low minimum wages and low public assistance benefits will still guarantee an increased need for food assistance during 1989."

- NASHVILLE: "An increase in requests or need for emergency food assistance is expected because this city has experienced steady increases in this area during the past few years."

- NEW ORLEANS: "State and local fiscal problems are intensifying and demands for services are increasing. A local emergency food bank's statistics reveal the following: In 1986, 46,000 clients were served; in 1987, 54,000 clients; in 1988, 60,500 clients; approximately 68,000 are projected to be served in 1989."

- PHILADELPHIA: "There appears to be little additional upwards or downwards pressure on poor persons' resources."

- PHOENIX: "The trend for the last four years has been a substantial increase each year. The major factors seem to be the shift to service-oriented employment which translates to lower wages and little or no increase in affordable housing stock, which translates into a much larger portion of income going to maintain residence. As a result, fewer dollars are available for food."

- PROVIDENCE: "The major causes of the problem have not been addressed. The decrease in unemployment has been accompanied by an almost 300 percent increase in the cost of housing."

- SALT LAKE CITY: "Due to poor economic conditions, it is expected that the demand will continue to increase significnatly ."

- SAN ANTONIO: "There is a growing number of working poor who are ineligible for the food stamp program and who are finding it necessary to request food assistance."

- SAN FRANCISCO: "The major causes of hunger, including increased cost of living, homelessness, and problems with the food stamp program, are continuing unabated."

- SEATTLE: "Further reductions in federal assistance programs will increase the demand for emergency food assistance."

CITY DATA ON HUNGER

CITY	PERCENTATE INCREASE IN DEMAND FOR FOR EMERGENCY FOOD IN 1988	PERCENTAGE INCREASE IN FAMILIES' DEMAND FOR EMERGENCY FOOD IN 1988	PERCENTAGE OF FAMILIES AMONG THOSE REQUESTING FOOD	LEVEL OF RESOURCES	FOOD ASSISTANCE FACILITIES PROVIDE ADEQUATE QUANTITY OF FOOD	FOOD ASSISTANCE FACILITIES PROVIDE NUTRITIONALLY BALANCED FOOD	ARE PEOPLE BEING TURNED AWAY
BOSTON	10	10	60	increased	no	no	yes
CHARLESTON	10	10	95	increased	yes(a)	yes	yes
CHICAGO	0	0	47	decreased	yes	yes	yes
CLEVELAND	5	3	50	decreased	no	yes	yes
DENVER	0	0	40	increased	yes	yes	no
DETROIT	6	18	78	decreased	no	yes	yes
HARTFORD	20	n/a	n/a	increased	no	no	no
KANSAS CITY	33	n/a	70	increased	no	no	yes
LOS ANGELES	10	14	75	decreased	no	n/a	yes
LOUISVILLE	6	0	66	same	yes	yes	no
MINNEAPOLIS	22	68	50	same	no	yes	no
NASHVILLE	21	17	75	decreased	yes	yes	yes
NEW ORLEANS	17	13	56	increased	yes(b)	yes	yes
NEW YORK CITY	22	25	70	decreased	no	no	yes
NORFOLK	n/a	n/a	n/a	increased(c)	yes	yes	yes
PHILADELPHIA	15	10	80	increased	no	no	no
PHOENIX	73	40	65	decreased	yes	no	yes
PORTLAND	0	0	86	decreased	yes	yes	no
PROVIDENCE	20	n/a	30	decreased	no	n/a	no
SAINT PAUL	8	10	80	decreased	yes	n/a	no
SALT LAKE CITY	53	53	70	increased	no	yes	yes
SAN ANTONIO	20	10	95	decreased	no	no	no
SAN DIEGO	5	5	23	decreased	yes	yes	yes
SAN FRANCISCO	20	25	20	decreased	yes	yes	no
SAN JUAN	60	30	50	increased	yes	no	n/a
SEATTLE	10	10	50	same	no	no	yes
TRENTON	25	15	78	increased	no	yes	yes

(a) Quantity is adequate, but usually a three to five-day supply is given per request.
(b) Quantity is adequate, but only a three-day supply of food is given at a time.
(c) Number of volunteers increased; level of food and donations stayed the same.

HOMELESSNESS

During the last year overall requests for emergency shelter increased in all but two of the survey cities, by an average of 13 percent. Requests for shelter by homeless families increased by an average of 18 percent in all but three of the survey cities. Shelters in 68 percent of the survey cities must turn away homeless families in need because of a lack of resources. In 73 percent of the survey cities shelters must turn away other homeless people because of lack of resources. The city officials estimate that 19 percent of the requests for emergency shelter went unmet last year. For homeless families alone, they estimate that an average of 23 percent of these requests went unmet. Homeless families were mentioned most frequently — by 88 percent of the responding cities — as the group for which shelter or other needed services were particularly lacking. Nine in ten of the survey cities expect that requests for shelter by homeless people will increase during 1989.

THE DEMAND FOR EMERGENCY SHELTER

Ninety-three percent of the survey cities reported an increase in requests for emergency shelter last year; in Denver they remained the same and in Seattle they decreased by 11 percent. Requests for emergency shelter increased by an average of 13 percent across the survey cities. When just those cities which showed an increase in requests for shelter are included in the calculation, the average increase was 15 percent. The percentage of increased requests ranged from 40 percent in Charleston, 35 percent in Trenton, 23 percent in Los Angeles and Nashville and 20 percent in Cleveland and San Juan to five percent in Phoenix, two percent in Louisville and one percent in New York City.

Eighty-nine percent of the survey cities reported an increase in requests for emergency shelter by homeless families. These requests increased by an average of 18 percent across the survey cities during the last year. In Denver the number of requests remained the same and in Minneapolis and San Francisco it decreased by 15 percent and 25 percent respectively. In Minneapolis officials noted that although there was a 15 percent decrease in requests, the number of individual members of families who were provided shelter increased by 25 percent. San Francisco officials explained:

> "The number of families seeking emergency shelter through San Francisco's homeless program has decreased for two reasons. 1) The City contracted with the Housing Authority to rehabilitate 216 vacant apartments over the past two years, which enabled families to move out of the SRO hotels. 2) The State of California began a program in February, 1988 which enables homeless families to qualify for $30 per day for up to 28 days in emergency housing assistance and, if they locate permanent housing, for the last month's rent, security deposit and utilities."

When just those cities which showed an increase in requests for shelter by homeless families are included in the calculation, the average increase was 22 percent. The increased requests by homeless families ranged from 100 percent in Charleston, 60 percent in Phoenix, 40 percent in San Juan, 35 percent in Detroit and 30 percent in Trenton to nine percent in Louisville, 8.5 percent in Saint Paul, 3.4 percent in San Antonio and .4 percent in New York City.

THE POPULATION

Across the survey cities, single men comprised just less than half of the homeless population, 49 percent. Families with children comprised 34 percent of the homeless population, single women 13 percent and unaccompanied youth five percent. Persons considered severely mentally ill account for one-fourth of the homeless population in the survey cities. Substance abusers account for 34 percent. Across the survey cities 23 percent of homeless people are employed in full- or part-time jobs and 26 percent are veterans.

- Cities in which **SINGLE MEN** comprise 60 percent or more of the homeless population included Charleston, Minneapolis, Nashville, Phoenix, Saint Paul, Salt Lake City, San Francisco and San Juan. Those in which single men account for 30 percent or less of the homeless population include Detroit, Kansas City, Norfolk and Portland. Nine cities—Chicago, Kansas City, Louisville, Hartford, Nashville, Portland, Salt Lake City, San Francisco and San Juan — reported that the number of homeless single men increased last year. In seven cities — Boston, Charleston, Los Angeles, New York City, Phoenix, Saint Paul and Seattle — the number of homeless single man decreased last year.

- **FAMILIES WITH CHILDREN** account for more than half of the homeless population in Detroit, New York City, Norfolk, Portland and Trenton. They comprise one-fifth or less of the homeless population in Charleston, Minneapolis, New Orleans, Phoenix, Saint Paul, San Francisco and San Juan. Twenty cities reported that the number of homeless families increased during the last year. New Orleans reported the number had stayed the same, San Francisco and San Juan reported the number had decreased.

  Among homeless families in the survey cities, an average of 61 percent of the family members are children; 39 percent are adults. Children account for two-thirds or more of the family members in Charleston, New Orleans, Portland, Salt Lake City, Seattle and Trenton. They account for 40 percent of the homeless population in Providence and 25 percent in Saint Paul.

  Since families with children comprise 34 percent of the homeless population in the survey cities, and 61 percent of the family members are children, one can estimate that children who are members of homeless families comprise one-fifth of the homeless population in the survey cities. Since an additional five percent of the homeless population in the survey cities are unaccompanied youth, it can be

estimated that children account for one-fourth of the homeless population.

Also among homeless families in the survey cities, 23 percent were headed by two parents; 77 percent were headed by a single parent. Forty percent or more of the homeless families were headed by two parents in Denver, Louisville, Portland, Salt Lake City and Seattle. Three-fourths or more of the homeless families have a single parent in Boston, Charleston, Cleveland, Detroit, Kansas City, Los Angeles, Minneapolis, New Orleans, Norfolk, Philadelphia, Providence, San Antonio, San Francisco, San Juan and Trenton.

- Cities in which **SINGLE WOMEN** comprise 20 percent or more of the homeless population include Chicago, Denver, Kansas City, New Orleans and Providence. They account for 10 percent or less of the homeless population in Charleston, Cleveland, Detroit, Minneapolis, New York City, Norfolk, Saint Paul, Salt Lake City, San Antonio, San Francisco and Seattle. The number of homeless single women increased in 15 cities last year: Chicago, Detroit, Kansas City, Louisville, Hartford, Minneapolis, Nashville, New Orleans, New York City, Phoenix, Portland, Salt Lake City, San Antonio, San Francisco and San Juan. Their numbers stayed the same in Boston, Charleston, Cleveland, Los Angeles, Philadelphia and Seattle.

- **UNACCOMPANIED YOUTH** account for 10 percent or more of the homeless population in Denver, Los Angeles, New Orleans, Providence, San Antonio, San Francisco and San Juan. They account for three percent or less in Cleveland, Minneapolis, Norfolk, Philadelphia, Phoenix, Seattle and Trenton. Boston, Louisville, New Orleans, Phoenix and San Francisco reported that the number of homeless unaccompanied youth increased last year. In Charleston, Cleveland, Detroit, Los Angeles and Philadelphia the number stayed the same; in San Antonio it decreased.

- Thirty percent or more of the homeless population was considered **SEVERELY MENTALLY ILL** in Boston, Charleston, Cleveland, Denver, Kansas City, Los Angeles, Nashville, Providence, San Francisco, San Juan, and Seattle. Ten percent or less of the homeless population was considered severely mentally ill in Detroit, Norfolk, Philadelphia and Portland. Eight cities -- Boston, Chicago, Louisville, Minneapolis, Saint Paul, Salt Lake City, San Francisco, and San Juan -- reported that the number of homeless people who were severely mentally ill increased last year. In Charleston, Cleveland, Detroit, Los Angeles, New Orleans, Philadelphia, Phoenix and Seattle that number stayed the same. The number of severely mentally ill homeless persons decreased in Portland.

- Cities where over 40 percent of the homeless population were considered to be **SUBSTANCE ABUSERS** include Cleveland, Hartford, Minneapolis, Providence, San Juan, Seattle and Trenton. Substance abusers comprised 20 percent or less of the homeless population in Chicago, Kansas City and Phoenix. Twelve cities reported that the number of homeless people who were substance abusers increased last year: Boston, Chicago, Cleveland, Detroit, Hartford, Louisville, Nashville, New Orleans, Saint Paul, Salt Lake City, San Francisco and Seattle. In Charleston, Los

Angeles, Philadelphia, Phoenix, Portland and Seattle the number stayed the same.

- Thirty percent or more of the homeless population were **EMPLOYED IN FULL- OR PART-TIME JOBS** in Charleston, Chicago, Denver, Los Angeles, Nashville, and San Juan. Ten percent were employed in Minneapolis, Philadelphia and Providence; five percent in Phoenix. Ten cities--Charleston, Chicago, Cleveland, Hartford, Nashville, New Orleans, Phoenix, Saint Paul, Salt Lake City and San Francisco -- said the number of homeless people who were employed increased last year. In Boston and Philadelphia it stayed the same.

- **VETERANS** accounted for 30 percent or more of the homeless population in Boston, Charleston, Cleveland, Denver, Kansas City, Nashville, New Orleans, Phoenix, Saint Paul, Salt Lake City, San Diego and San Francisco. They comprised 15 percent or less of the homeless population in Detroit, Nashville, New York City, Philadelphia, Portland, San Juan and Trenton. The number of homeless veterans increased in Boston, Cleveland, Louisville, Nashville, Saint Paul, Salt Lake City, San Francisco and Seattle. It remained the same in New Orleans, Philadelphia, Phoenix and Portland, and decreased in Charleston and Los Angeles.

THE CONSEQUENCES OF HOMELESSNESS

The city officials were asked to discuss the impact that homelessness was having on the emotional and physical wellbeing of parents, children and families as a whole.

Most frequently mentioned were **emotional and mental health problems**--by Cleveland, Hartford, Minneapolis, New Orleans, Norfolk, Philadelphia, Nashville, Phoenix, Portland, Providence, Saint Paul, San Francisco, Seattle and Trenton.

Various **school-related problems**, such as high drop-out rates, unstable attendance, behavior problems and poor academic performance, were listed by Cleveland, Denver, Detroit, Los Angeles, Minneapolis, Nashville, New Orleans, Philadelphia, Portland, Providence, Saint Paul, San Francisco and Seattle. In a recent Minneapolis survey, 30 percent of the homeless parents reported that their children were unable to attend school.

Health problems and/or inadequate health care were cited by Detroit, Los Angeles, Minneapolis, Nashville, Philadelphia, Phoenix, Providence and Saint Paul. **Inadequate nutrition** was reported by Detroit, Los Angeles, Portland, San Francisco and Trenton.

Loss of self-esteem and/or hopelessness were mentioned by Detroit, Kansas City, Los Angeles, Nashville, Providence, San Antonio and Trenton.

Family problems, including breakups, were mentioned by Hartford, Los Angeles, Nashville, New Orleans, Philadelphia and Phoenix. **Domestic violence** was cited by Denver, Philadelphia and San Antonio. **Child abuse** by New Orleans, Philadelphia and San Antonio.

Other problems cited included abandoned children, the placement of children in foster care, substance abuse, social isolation and fatigue.

Below are some of the city official's comments.

- CLEVELAND: "Homelessness is disruptive to education. Emotional stability for both women and children in imperilled. Repetitions of the cycle of homelessness, unemployment and compulsive behavior is likely."

- DENVER: "We are seeing more domestic violence, more abandoned children, high dropout rates, more runaway/throwaway children, low performance in schools due to inconsistent school curricula from one district to another, inconsistent school entrance policies and a lack of school programs which cater to homeless children."

- DETROIT: "Substance abuse, especially the increase in crack addition, has disrupted many homes. It lurks in the background of at least 50 percent of the homeless in that a substance abuser has been put out of the house or the family has left home because one of the parents is addicted to crack and has become negligent and/or abusive.

  "Homeless children receive inadequate nutrition, inadequate health care, have their schooling disrupted and do not have the normal opportunities to develop socialization skills. Life is looked upon as a 'one day at a time' situation. There are few dreams and few plans and sharply reduced expectations about the future. There is a despair, a loss of hope."

- HARTFORD: "We are aware of family breakups, children being placed in foster care or emergency facilities. The problem is much greater in terms of the emotional turmoil and confusion that those families have to deal with."

- KANSAS CITY: Homelessness is "producing a generation of insecure, unmotivated and dependent children. They lack positive and stable role models. When living in crowded shelter situations they are surrounded by all types of people, most of whom they do not trust or have confidence in. Often times if they attend school developing, friendships is very tough, and in most cases they tell very little about being homeless because of the shame."

- LOS ANGELES: "It is very difficult to get placement in children's protective facilities. Moving around makes it difficult for children to get an adequate education. The stress of family breakups (i.e. many family shelters do not admit men and most shelter space for men is in a men-only facility) along with the despair of hunger, vulnerability and poor health is enormous."

- MINNEAPOLIS: "Twenty percent of the parents of children in the shelter population report that their children have had chronic physical health problems. Twenty percent also report that their children have had

emotional or mental health problems. Thirty percent report that their children have been unable to attend school because of homelessness."

- NASHVILLE: Consequences of homelessness include "(1) reliance upon substances and subsequent substance abuse; (2) reliance upon welfare aid and assistance form social agencies; (3) poor physical and mental health; (4) loss of personal incentive and self-esteem; (5) daytime 'displacement' with no place to go; (6) poor academic performance of children and school drop-outs; (7) marital discord and family fragmentation; and (8) social isolation."

- NEW ORLEANS: "The school situation for the child becomes unstable. The child begins to act up, which also causes a new set of problems in addition to the overall one of homelessness. The stress and anxiety of homelessness puts undue strain on marital relations, sometimes forcing family breakups, child abuse, etc. Families are physically separated in shelters because of the lack of a facility to accommodate a family. Women are forced to deny knowledge of or contact with the father to receive AFDC payments."

- NORFOLK: "The emotional impact homelessness has on parents, children and families is very negative. There is depression and frustration among the parents. The teenage children act out at the shelter and at school. The other children are overly eager to please parents, feeling as though they have caused the difficulties the family is experiencing. The emotional states homeless persons experience are similar to those of the loss of a loved one. Shelters have not been able to provide adequate programs for children and youth."

- PHILADELPHIA: "Increased problems have been documented in mental health, physical health, relationships among family members, school attendance and parental self-sufficiency. Dominant problems not necessarily proven to be caused by the family's lack of housing but certainly creating barriers to their return to independence include drug abuse, domestic violence, child abuse and neglect, and impeded child development."

- PHOENIX: "By all medical reports, and verified through our homeless health clinic, homelessness causes a breakdown in the physical wellbeing of all homeless people. Exposure to the elements, stress, unusual danger, and poor sanitation are the prime threats to health. Not including the chronically mentally ill, being able to manage the stress and maintaining some degree of hope seem to be the chief characteristics of homeless people that successfully escape. Traumatic describes the mental health effect on the homeless who are not mentally ill."

- PORTLAND: "Mental Health Services West recently did a study on homeless families in Portland. They found that 25 percent of the children had repeated a grade and 30 percent were hyperactive. Thirty-two percent argued a lot; 15 percent fought a lot; 24 percent exhibited fearful behavior and 13 percent had sleep problems. All of these are way above the national norm. A fifth of the mothers interviewed were

pregnant at the time. All family members, including the unborn children, are at risk of malnutrition."

- PROVIDENCE: "The impact of homelessness on families' emotional and physical wellbeing is a complicated issue: The emotional impact on families is far-reaching — fighting, fear, depression (acute or chronic), feelings of failure, and lack of stability are issues that we have to deal with on a daily basis. These families are so beaten, it's almost to the point of self-abuse.

  "The impact on children is just as devastating. Young children exhibit denial, fear, loss of environment, and express it through inappropriate behavior. Teenagers usually are so embarrassed they will not even come into the shelter. Their frustration at the loss of stability is expressed in many ways, mostly in running away, failing in school, or even quitting school. We have always known children to be fairly flexible, but in this situation we are seeing children become very frustrated, and start to act out.

  "The physical impact is just as complicated. The health care of the family seems to take a back seat to the other very basic needs of the family. Adults suffer from poor dental care because there are very few affordable dentists. Hospitals soon run out of Hill-Burton monies, so the homeless go without. If this population does have Medicaid, there is a growing group of doctors who will not accept it. The fact of homelessness also seems to exacerbate every minor health problem. Children's health problems are just as wide spread. They cannot enter school without appropriate inoculations and documentation of such. Transferring children and their record in itself is a nightmare. There is little early intervention in the area of health or education. Again, children's routine medical care takes a backseat to other very basic needs — food, clothing and shelter."

- SAINT PAUL: "Family breakups are cited as the second leading cause of people leaving their last place of permanent housing. There was no data available on homelessness causing a placement of children in child welfare facilities, but 15 percent of school-age children are unable to attend school because of living in shelters, 25 percent of homeless families report a mental health problem and 31 percent have chronic health problems."

- SAN ANTONIO: "The effect of homelessness on families is clearly demonstrated in an increase in the number of single-parent households, domestic violence referrals, and perhaps the most tragic -- reported abuses of children. Children are perhaps the most victimized group. Their adjustment to a communal lifestyle strips them of their own individuality and leaves them with a sense of hopeless acceptance of their circumstances."

- SAN FRANCISCO: "Families staying in SRO hotels and at least one of the shelters do not always receive proper nutrition. Children living under these extraordinary circumstances often find it difficult to maintain academic and social standards. Families living in cramped quarters--

often with no cooking, refrigeration or private baths -- are subject to severe stress."

- SEATTLE: "From the Washington State Coalition for the Homeless Survey, May, 1988 of homeless families:

  * 100 percent experience family stress;
  * 84 percent keep kids out of school;
  * 84 percent lack transportation;
  * 70 percent have difficulties transferring between schools;
  * 65 percent have problems getting school records;
  * 51 percent of students have to 'parent' young children;
  * 49 percent experience fatigue.

- TRENTON: Homeless families experience "low self-esteem, lack of money, instability of housing, lack of nutrition, stress, peer discomfort, frustration leading to abusive behavior, and increased substance abuse."

THE CONDITIONS FACED BY HOMELESS FAMILIES

The city officials were asked to describe the conditions faced by actual homeless families in their city. Below are some of their responses.

- CHICAGO: "The Jones family, consisting of a mother and three teen-aged boys (17, 18 and 19), became homeless when the family moved to Chicago from Phoenix. Before leaving Arizona, Mrs. Jones made arrangements to stay with a relative in Chicago. After all arrangements had been made for the family to move to Chicago, the relative informed Mrs. Jones she would not be able to accommodate them as planned. Upon arrival, Mrs. Jones contacted a friend to request assistance in locating shelter. Shelter was unavailable because of the ages of the male children. The family had to reside with friends.

  "Case management is being provided through the Department of Human Services and other social service agencies in the city. The mother has applied for AFDC and is actively seeking employment training. Once employment is secured, she plans to seek permanent housing. Two of her sons are old enough to apply for general assistance, and have done so. They too are looking for employment."

- KANSAS CITY: "The Smith family is typical of many of the families who find themselves homeless for the first time. Mr. Smith was employed as a kitchen manager in a restaurant before losing his job following a disagreement with his boss. He was unable to find a job immediately and the family was forced to vacate their apartment and move to a shelter. They were referred to a homeless case management program which was successful in relocating the family in subsidized housing. Mr. Smith is again employed and the family is now stable. They spent, however, two months in a shelter before being relocated."

- NORFOLK: "Mr. and Mrs. H. have two children, ages seven and five. Mr. H. is 35, his wife is 29. They lived in a car for a while. A church

provided them with shelter for only one night. After only eight days at the shelter, they both found a job and secured permanent housing."

- PROVIDENCE: "Ms. X came to the shelter with her two-year-old son. She has been in the shelter twice before. Each time her situation was never completely resolved. This time she was displaced because the landlord wanted her to leave. She was in the apartment for one month. The apartment she occupied was on the second floor, and the first floor apartment caught fire. The landlord wanted all tenants to leave so he could refurbish the units. Hence she and her son were homeless again. Ms. X is on welfare and has held more than minimum wage jobs in local hospitals off and on. She never has a steady job because she looses it within a short period of time. She makes inappropriate decisions in her life. She takes in boyfriends who spend her money. She has taken drugs in the past, but states she's been off them for a year."

  BOSTON: "Most of Boston's homeless families are settled in city shelters, typically staying between two to three months. Parents often face feelings of depression and a sense of failure. Self-esteem is lost when a family becomes homeless and is forced to move into a shelter. Boston families that are sheltered in motels and hotels outside the city have experienced difficulties in either transporting children to their original schools or enrolling them in local districts."

- CLEVELAND: "A lack of public or private facilities cause considerable 'doubling up' with relatives or friends, particularly between the 15th and the 30th of each month when shelters are full."

- DENVER: "Homeless families can generally be accommodated in terms of emergency shelter and/or hotel vouchers along with meals. There is a lack of transitional facilities and in that respect a family needs to be able to get enough resources together to go into an apartment. Otherwise they cycle through shelters. Two-parent families have more of a struggle because in Colorado there is no AFDC for two-parent families. Social Services has an outreach office in the heart of the homeless district for easier access. All service providers know how to contact Social Services for assistance. All family shelters have case managers who can work with families on developing a plan/strategy for stabilization. Families or children are never seen on the streets wandering or panhandling; there appears to be sufficient services to avoid these worst-case scenarios."

- LOS ANGELES: "The conditions of a homeless family are not much different from those of a homeless individual. There is the added stress of trying to provide schooling for children or day care for pre-schoolers while parents search for food, shelter, jobs, etc. There is also the added trauma of family breakups when that is necessary to obtain shelter."

  MINNEAPOLIS: A homeless family "will be able to find shelter beds, although some families are reluctant to use emergency shelters. They may have trouble finding transitional housing. They will have great difficulty finding permanent housing at affordable rents. Eighty-five

percent of family heads in shelters have one or more barriers to self-sufficiency."

- NASHVILLE: "Homelessness places a great deal of stress on the family unit. Some men have left their families in rural areas because employment opportunities in urban communities are often better than in the smaller communities. Where families remain together, some of them must separate in order to receive services if they are not in a family shelter. Also, services to families with male children over ten or eleven years of age are often unavailable; the presence of such a child in a family might be a barrier to services. In addition, it is not uncommon to find marital partners blaming one another for the family's difficulties and homelessness, with a great deal of accompanying anger and resentment. Finally, families must often leave the shelters during the early morning hours with no place to go during the day."

- NEW ORLEANS: "A homeless family is often times separated, with various family members taken in by others who do not have facilities to properly house them. Shelters are often times called, but if a boy is over the age of 12 placement has to be found. Many mothers do not like being separated from their children. Abuse tends to occur which causes other problems. The father has to leave home so that the family can apply for welfare and food stamp benefits, with the father often sneaking back in. Loss of job and self-esteem and acting out occurs. If a job is found, which is usually at minimum wage, it is not enough to cover living expenses, which causes problems for the family trying to get back on their feet."

- NEW YORK CITY: "Homeless families are provided emergency shelter, depending upon individual family needs, at a City-operated congregate shelter or commercial hotel. Residence at a congregate shelter is limited to several weeks, and families are subsequently referred to either a hotel or a non-congregate shelter with private rooms. While in a shelter families are provided with three meals per day, health services, benefit assistance if necessary, child care, recreation programs, educational and employment training and referrals and re-housing assistance. Families in commercial hotels are provided with or have access to all of the above services except for on-site meals. Families in hotels without cooking facilities are provided with a restaurant allowance.

  "Families in congregate, non-congregate, and hotel facilities are provided with re-housing services, which may include assistance in filing various applications for special and/or subsidized housing programs, referral to apartments in City-owned rehabilitated buildings, assistance in securing furniture, utilities, school registration for children, and moving services to new apartments. Follow-up linkage services are also provided to families in their new apartment or community."

- PHILADELPHIA: "Family relationships, particularly those dependent on parental responsibility and authority, are undermined by shelter living. There is a lack of mobility into the work force. The lack of children's services (such as day care and recreation) is as severe as

for non-homeless families. Special needs, such as parenting and life skills, are not met. There is a lack of substance abuse and mental health treatment."

- PHOENIX: "The same things apply for families as for a homeless individual, but they may be in for a rougher time in some ways. The shelters 'feel' more for families and will try to help them because of the kids. But they cannot expect that of the schools. They've been known not to take kids because of not having an address....Some shelters have to separate the families (men and boys together and women and small children together). At one, a family can stay together if they stay outside in the park, but not if they want to come inside. In some cases, families have to leave their kids at the shelter during the day while they look for work; they are not able to get in to see them. If an individual or family is willing to work and can get in a shelter, most shelters will help them find a job and get them started."

- PORTLAND: "When a family is evicted, they have no money left to store their possessions, so they lose everything. If they have a car, they move into it. When they run out of gas, they live in the car until someone reports them. Often the car is impounded. At a local agency, they may be given shelter or a motel voucher for two weeks. If they can't get into transitional housing, they are on the street. With no address, public assistance won't send checks. Job search is hampered by lack of an address, phone and appropriate clothing. We can offer child care and bus tickets. If a parent needs residential drug treatment, the parent must give up the children to foster care. Once a family's stay in transitional housing is up, no procedure exists to furnish a new apartment. They can't save much money for this move, as public assistance is cut to those in transitional housing."

- SAINT PAUL: "Shelters for homeless families are clean, warm, safe and short-term (15 days). Parents (usually women) and children share the same dorm style room. Shelter guests must sign up for AFDC and are expected to pay rent. Most families who become homeless do so because they pay up to 75 percent of their monthly income for rent. The units they rent tend to be substandard."

- SALT LAKE CITY: Homeless families experience "crowded sleeping conditions, only one free meal per day, inadequate public transportation, heat in the summer/cold in the winter, difficulty in obtaining basic necessities like showers or dental care, difficulty in obtaining clothes for work and job interviews, and difficulty in obtaining identification to qualify for employment. Access to various assistance programs can be frustratingly slow. Access to educational resources on a consistent basis is a critical problem for homeless children."

- SAN ANTONIO: "Homeless families are confronted with the physical break up of the family due to the limited availability of family rooms. The number of estimated, doubled-up families is increasing. However, when both financial and family support is exhausted the family ends up on the street. Families are given priority in emergency shelter programs

as well as in placement in public housing. The necessary steps from shelter to housing are stressful for both parent and child. Though there are services now in place, the range of presented problems tax the existing system."

- SAN FRANCISCO: "Families needing subsidized housing can get on three-year waiting lists for housing authority apartments or Section 8 certificates, or they can seek market rate housing in a city with one of the three highest median rents in the country. Families who become homeless can 1) seek state-funded emergency assistance for homeless families; 2) get a room in an SRO hotel through the homeless program administered by the Department of Social Services; or 3) stay in one of two family shelters operated by religious organizations."

- SAN JUAN: "The situation is very similar for families and individuals, although the causes are different. But the presence of children worsens the situation and, again, social and official inefficiencies contribute to weakening the family as an institution."

- SEATTLE: Homeless families experience a "lack of affordable housing and a long waiting list for public housing, a limited length of stay in emergency shelter, inadequate public assistance grants, low self-esteem, drug addition and alcoholism, and lack of funds for food, transportation and other necessities."

- TRENTON: Homeless families must face "inadequate medical care and excessive discrimination."

THE CONDITIONS FACED BY HOMELESS INDIVIDUALS

The city officials were asked to describe the conditions faced by actual homeless individuals in their city. Below are some of their responses.

- CHICAGO: "John Grey, an 80-year-old black male, refused to leave his storefront apartment after it was destroyed by fire. He refused the help of neighbors and the Red Cross. A City crisis team, with the assistance of two police officers, succeeded in convincing Mr. Grey to vacate the apartment. He was transported, by the crisis team, to a local hospital emergency room and, following an examination, was transported to an intermediate care facility. The City assumed responsibility for the cost of Mr. Grey's stay at this facility for 30 days. A City case management team was assigned to work with Mr. Grey during this period and was successful in transitioning him to permanent residence in a retirement home."

- KANSAS CITY: "Jim is a 37-year-old recovering alcoholic. Jim's alcoholism caused him to be abandoned by his wife and three children. With no job and no family, Jim bounced from shelter to shelter. During one of his shelter stays he enrolled in alcohol counseling. That led him to four years of sobriety. However, he further alienated his family, especially his oldest daughter, and began drinking again. Through counseling, Jim again stopped drinking and began working in the

last shelter where he lived. Through his case manager he received food stamps and general relief and, with her support, got a job with the U.S. Census Bureau. That support is helping Jim adjust to and deal with his wife's remarriage and deal with his daughter's strong negative feelings. Two weeks ago, Jim moved into his own apartment."

- NEW ORLEANS: "A young man, 23 years of age, tried to get into school and was excited about learning a trade. He couldn't continue because he had no place to live. The family was tired of him. He began living on the streets and couldn't go to school, due to lack of clothes, money, etc. He found a job, but couldn't keep it because again he had problems getting bus fare to get him to and from work. He tried individual labor pools. He could only get work occasionally. Shelters turned him down because he was drunk and unruly one night, so disgusted and so full of anger at the system. He was a young man trying to help himself but without necessary support systems his life was over before he had a chance to make a go with anything positive."

- NORFOLK: "Mr. W. (36 years old) moved to this area to live with relatives. After constant conflict with his them he was asked to leave, which left him homeless. He worked, but did not make enough for food and shelter. After 17 days at the shelter, he was able to secure a place to live."

- BOSTON: "Individuals living in shelters must leave early in the morning after receiving breakfast, often walking to the closest day program to wait to return to their bed at night. Those who work must stay at a shelter which is convenient to their work place and make special plans if they work nights. Employment assistance, counseling and other resources must be attended to during the daytime hours as well."

- CLEVELAND: "A lack of public or private facilities cause considerable 'doubling up' with relatives or friends, particularly between the 15th and the 30th of each month when shelters are full."

- DENVER: "Homeless individuals face a "lack of job opportunities and low paying jobs with no benefits. It is not necessarily the lack of affordable housing; rents in Denver have actually been reduced. But deposits are still generally required. Most of the homeless who are chronic substance abusers have a difficult time for two reasons — the lack of a sufficient continuum of services (after detoxification) and, unless an individual is a danger to himself or others, he cannot be forced to comply or engage in other opportunities."

- HARTFORD: "The situation varies with the individual. Some are fortunate enough to join other family members or friends. Others tend to deal with the situation on a day-by-day basis going from shelter to shelter. Still others attempt to survive under bridges, basements, old buildings, side streets, etc."

- LOS ANGELES: "The day-to-day problem of a homeless individual is one of very basic survival. The individual thinks of three things: where to find food for the day; where to find safe shelter for the evening;

and where to find a job and/or pocket money. Such an individual usually doesn't have time to look for a job because he's going to, waiting in line for, or coming back from a food bank, soup line or shelter. If a person is turned down for a job or welfare, stress develops. The more turn-downs, the less the self-esteem. If one does find a job, there is the stress of finding a way to keep clean, obtain bus fare and a place to get a night's sleep after working eight to 10 hours."

- LOUISVILLE: "At this point in time, we believe, we can provide proper shelter for anyone on an emergency basis. We also have a good system of feeding in shelters and soup kitchens. We have a great day center that houses a fine medical clinic, mental health team, social worker, Veterans Administration outreach worker, nurse and social worker and some day job opportunities. We have an alcoholism and drug abuse treatment center with opportunities for job training and ultimately a stabilized living situation. Also, we have opened two SRO's (15 units for women and 42 for men) which has brought some permanence to the lives of some of our single men and women."

- MINNEAPOLIS: A homeless individual "will be able to find a shelter bed and food, but will have difficulty finding permanent housing at rents he or she can afford. Low-wage employment is available, but 85 percent of those in shelters face one or more barriers to self-sufficiency (e.g. chemical dependency, current mental health problems, lack of education, lack of job experience, previous incarceration)."

- NASHVILLE: "Descriptions of conditions faced by an actual homeless individual range from a simple 'deplorable,' to the mention of such problems as the need for affordable housing, job skills, health care, psychiatric care, as well as assistance in learning to make good use of the resources which the homeless person already has. Some homeless women are pregnant and alone without the immediate prospect of employment, public housing or other benefits which are sometimes available to low-income families."

- NEW YORK CITY: "Homeless individuals are provided emergency temporary shelter at 23 city-operated congregate facilities for men and women in New York City, and one men's facility in Chester, NY. Accommodations may also be arranged at six commercial lodging houses and/or at a number of churches and synagogues which participate in a partnership network to provide overnight beds for single adults. City-operated shelters provide three meals each day, showering and laundry facilities, recreation programs, medical services, mental health services and referrals, social services, assistance in securing benefits, job counseling and referral services, housing assistance and referrals to supportive living environments."

- PHILADELPHIA: Homeless individuals face a "lack of mobility in the work force; ineligibility for welfare nine months of the year; ineligibility for federally-subsidized housing; lack of appropriate low-cost housing in the private market; lack of substance abuse and mental health treatment. The typical shelter is large, crowded and lacking in privacy."

- PHOENIX: "The weather in Phoenix is fine most of the year. Four to five months of the year the nights are cool to cold, with some below freezing. A good supply of warm clothing is needed since there is only one bed available for every five or so homeless people (and there are no facilities for washing clothes). Some homeless people do not even seek to stay at a shelter since they all have 'rules' and unless they are willing to work with a caseworker, they cannot stay more than a few days. Four to five months a year the desert heat is severe in the day time....The wait in line for food at St. Vincent's is extremely difficult at these times.

  "Some homeless people will make a little money by selling 'plasma' or picking up cans (they got up to 65 cents a pound this summer -- about 20 cans make a pound) or by taking spot jobs if they're in the right place at the right time."

- PORTLAND: "Shelter space is available for most homeless individuals who choose to 'come in,' mostly because we never shut down last winter's overflow shelters when the weather warmed up. We will be prepared to open an additional 100-150 spaces for this winter. While homeless individuals may find emergency night shelter at congregate sites, we have almost no day shelters for individuals, and we do not have the transitional housing to begin meeting the need."

- PROVIDENCE: "Individuals face a lack of coordination among the various service agencies. The shelter directors are the major 'case managers' and are taxed beyond capacity. Affordable housing is becoming non-existent; public housing has a freeze on applications. Jobs paying living wages are scarce unless the individual is highly skilled or credentialed."

- SAINT PAUL: "There are two shelters available to single women, two available to single men. For men 'in by seven out by seven' is the rule unless special arrangements are made. The length of stay is 30 days, or longer if the shelter guest is actively working on self-sufficiency. The beds in one location are bunk beds, 30 to a room. The other section consists of separate dorm rooms for each bed. For women there are two facilities where 15 days is the maximum stay. The rooms are dorm style with two to four beds per room."

- SALT LAKE CITY: Homeless individuals face "crowded sleeping conditions; only one free meal per day; inadequate public transportation; heat in the summer/cold in the winter; difficulty in obtaining basic necessities like showers, dental care, etc.; difficulty in obtaining clothes for work and job interviews; difficulty in obtaining identification to qualify for employment. Access to various assistance programs can be frustratingly slow."

- SAN ANTONIO: "A homeless individual will maintain a more transient lifestyle for a longer period of time than families until he is able to save enough money through temporary jobs to secure his own residence. It is extremely difficult, due to the overall demand, to secure affordable housing for an individual when the primary source of

affordable housing is public housing. Priority placement is given to families, elderly and the disabled. However, recent funding of McKinney programs is now providing limited supportive services that assist an individual in securing employment and housing."

- SAN FRANCISCO: "Housing is virtually unaffordable (the average rent for an SRO hotel room is $325/month, the General Assistance cash grant is $326/month). Shelters and voucher hotels are filled to capacity on almost every night. People who go through a three-day alcohol detox facility must often wait a month or more before they can get into a residential program. Drug treatment programs have long waiting lists, and those programs that exist do not necessarily reflect the need (e.g. methadone maintenance programs have no relevance to amphetamine or crack/cocaine abusers). Severe cuts in mental health funding have reduced services. The City provides temporary shelter and hotel rooms to approximately 2,000 individuals each night, but an equivalent number might be without adequate shelter."

- SAN JUAN: Homeless individuals face "lack of housing; bureaucracy; lack of qualified personnel to deal with them effectively; scarce rehabilitation programs; and social and official rejection."

- SEATTLE: Homeless individuals experience lack of adequate alcohol and mental health services; lack of adequate income; lack of affordable housing; and low self-esteem and chronic alcohol and mental health problems."

- TRENTON: Homeless individuals must face "inadequate medical care and excessive discrimination."

THE CAUSES OF HOMELESSNESS

A number of diverse and complex factors have contributed to the growing problem of homelessness in cities. Many of those causes are interrelated. Those most frequently identified by the cities are the lack of affordable housing and other housing problems, unemployment and other employment-related problems, mental illness and the lack of services needed by mentally ill persons, substance abuse and the lack of needed services, poverty and the lack of adequate income, inadequate public assistance benefit levels, and cuts in federal assistance.

The Lack of Affordable Housing — Every survey city identified the lack of affordable housing as a main cause of homelessness.

Unemployment and Other Employment-related Problems — Nearly three-fourths of the survey cities (20) identified unemployment and other employment-related problems, such as underemployment and low wages, as a main cause of homelessness. These cities were Charleston, Chicago, Cleveland, Denver, Kansas City, Louisville, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Portland, Providence, Salt Lake City, San Antonio, San Diego, San Francisco, San Juan, Seattle and Trenton.

San Diego officials commented: "Many of the people now unemployed are displaced people who previously were gainfully employed, but who permanently lost their job. San Diego's labor market is comprised of service jobs which pay minimum wages or high-tech jobs for which many people compete. There are very few job opportunities for homeless persons. The services industry will not offer that person a means of getting off the street, given the high cost of housing. Many men in the shelters have jobs, but do not earn enough to pay for housing."

Mental Illness and the Lack of Services Needed by Mentally Ill Persons — Just over half of the survey cities (14) identified mental illness and the lack of needed services as a main cause of homelessness. Also cited as a contributing factor were mental health policies, such as deinstitutionalization. Cities identifying these causes were Boston, Charleston, Chicago, Hartford, Louisville, Nashville, New Orleans, New York City, Norfolk, Phoenix, Providence, Salt Lake City, San Francisco and San Juan.

Substance Abuse and the Lack of Needed Services — Eleven cities (41 percent) cited substance abuse and the lack of needed treatment and other substance abuse services as a main cause of homelessness: Charleston, Denver, Louisville, Nashville, Portland, Providence, Salt Lake City, San Francisco, San Juan, Seattle and Trenton.

Poverty and the Lack of Income — One-third of the cities reported that poverty, or the lack of income, were a main cause of homelessness. These cities were Boston, Chicago, Hartford, Nashville, New Orleans, New York city, Phoenix, Saint Paul and San Diego.

Inadequate Public Assistance — Eight cities cited inadequate public assistance, such as low benefit levels, as a main cause of homelessness: Chicago, Cleveland, Denver, New Orleans, Philadelphia, Providence, San Juan and Seattle.

Cuts in Federal Assistance Programs — Six cities identified cuts in federal assistance programs as a main cause of homelessness. Several cited specifically cutbacks in federal housing assistance. These cities were Boston, Minneapolis, Norfolk, Philadelphia, Salt Lake City and San Francisco.

Other causes of homelessness cited by the survey cities are:

- Immigration or Relocation, by Hartford, Nashville, Norfolk and San Juan;
- Low Education Levels, by Nashville, New Orleans, San Antonio and Trenton;
- Domestic Violence, by Hartford, Portland and Providence; Family Crises, by Chicago and San Juan; Change in Marital Status, by Norfolk and Saint Paul; and
- Health Problems and Inadequate Health Care, by Philadelphia, Salt Lake City and San Juan.

CAPACITY

EMERGENCY SHELTER BEDS

Across the survey cities, the number of emergency shelter beds for homeless people increased by an average of 13 percent. The number of such beds increased in two-thirds (18) of the cities -- Boston, Charleston, Chicago, Detroit, Los Angeles, Louisville, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Providence, Salt Lake City, San Antonio, San Diego, San Francisco and San Juan. The rate of increase ranged from 60 percent in San Juan, 50 percent in Charleston and 30 percent in Detroit to eight percent in Boston and San Francisco, six percent in New York City and five percent in Louisville. The number of shelter beds remained the same in nine cities.

The number of emergency shelter beds specifically for homeless families increased by an average of six percent in the survey cities. Thirteen cities -- Boston, Chicago, Cleveland, Denver, Detroit, Los Angeles, Nashville, Norfolk, Philadelphia, Portland, San Antonio, San Diego and San Francisco -- reported an increase in these shelter beds. The rate of increase ranged from 57 percent in San Antonio and 27 percent in Chicago to five percent in Denver and Portland and four percent in Boston. The number remained the same in 13 cities and decreased in New York City. That city's officials explained that the decline in emergency shelter beds is consistent with the city's policy of decreasing its dependency on emergency housing.

TRANSITIONAL HOUSING UNITS

The number of transitional housing units increased by an average of eight percent across the survey cities last year. Fifteen cities -- Boston, Charleston, Cleveland, Denver, Detroit, Louisville, Minneapolis, New Orleans, New York City, Philadelphia, Phoenix, Saint Paul, San Diego, San Francisco and Seattle -- all registered an increase. Charleston officials reported that their city's first six transitional units were opened last year. Among the other cities the rate of increase ranged from 30 percent in Saint Paul, 25 percent in San Francisco and 21 percent in Detroit to five percent in Cleveland, Denver and Seattle. Ten cities reported that the number of transitional units remained the same last year.

The number of transitional housing units specifically for homeless families increased by an average of 12 percent in 13 of the survey cities. These cities were Boston, Cleveland, Denver, Kansas City, Los Angeles, Minneapolis, New Orleans, New York City, Philadelphia, Portland, Saint Paul, San Diego, Seattle. The rate of increase ranged from 77 percent in Saint Paul, 50 percent in Kansas City and 40 percent in Los Angeles to six percent in New York City, five percent in Denver and Seattle and two percent in Cleveland. The number of transitional units specifically for homeless families remained the same in 12 of the cities.

FACILITIES SPECIFICALLY FOR HOMELESS FAMILIES

Twenty-two (81 percent) of the survey cities reported that they have facilities which provide emergency shelter solely to homeless families with children. Those cities are Boston, Charleston, Chicago, Denver, Detroit, Los Angeles, Louisville, Hartford, Minneapolis, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Portland, Saint Paul, Salt Lake City, San Diego, San Francisco, Seattle and Trenton. Seventy-three percent (19) of the survey cities reported that they have transitional housing facilities specifically for homeless families with children. These cities were Boston, Cleveland, Denver, Kansas City, Los Angeles, Louisville, Hartford, Minneapolis, Nashville, New Orleans, New York City, Philadelphia, Phoenix, Portland, Saint Paul, Salt Lake City, San Diego, Seattle and Trenton.

FAMILY BREAKUP — A REQUISITE FOR SHELTER

In 72 percent (18) of the survey cities homeless families may have to break up in order to be accommodated in emergency shelters; seven reported that they do not have to. Charleston officials reported that families rarely have to break up to be sheltered as most shelters can accommodate parents together with their children. The cities in which families may have to break up to be sheltered are Boston, Chicago, Cleveland, Kansas City, Hartford, Los Angeles, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Portland, Saint Paul, Salt Lake City, San Antonio, San Diego, San Juan and Trenton. Among the city officials' explanations for families not being able to be sheltered together:

- BOSTON: "Two-parent families or those with older male children may break up to obtain shelter because many family shelters cannot accept males over the age of 12 years."

- CHICAGO: "Most transitional shelters do not accept males over the age of 14 (children or spouses). Often male family members are placed in overnight shelters while female members stay in transitional facilities. When this is not feasible, or acceptable to the family, placement is usually arranged at a hotel."

- CLEVELAND: "There are a limited number of family shelter facilities city-wide. Three of the family units require a marriage license to gain access."

- DENVER: "Families with children can stay together, but childless couples must generally split up."

- HARTFORD: "It depends on the size of the family and the available accommodations."

- KANSAS CITY: "Several of the shelters do not allow men to stay there even if they are a part of the family. Others end up having families split up after all their regular family rooms are full and they are taking others into overflow."

- LOS ANGELES: "Many 'family' shelters will not admit fathers. There are 'family' shelters that won't take males over 12 years old. Men find shelter in 'men only' facilities."

- NASHVILLE: "This depends upon the shelter from which services are being obtained."

- NEW ORLEANS: "There are a few established places for shelter that take an intact family, i.e. one with two parents. The man of the household is usually not allowed to stay with the family. Additionally, most family shelters cannot accommodate boys over the age of 12 staying with the family."

- NORFOLK: "Some shelters keep the family together as a unit. Other shelters allow family members of the same sex to stay together. If there is a mother and a son and the son is over seven years of age, he is not allowed to share a room with his mother. He must stay on an all-male ward in the same facility."

- PHILADELPHIA: "A number of private shelters were created specifically to serve families headed by a female parent, including domestic violence victims. While it is true that the majority of families are headed by a single parent, at times the configuration of available shelter beds has been inadequate in meeting the demand for shelter for families with two parents."

- PHOENIX: "Before the emergence in the last two years of the large number of families, shelters organized to handle individuals, segregating the men and women. Most shelters have made adjustments to try to keep families together, but this is not always possible. Shelters that originated to serve families accommodate them as such."

- PORTLAND: "Four facilities can accommodate women and children only. Other shelters can serve all family members together."

- SAINT PAUL: "There is only one shelter that accommodates two-parent families with children. If that shelter happens to be full, the husband must go to a single men's shelter, the mother to a shelter for women and children. If they are unwilling to split up, or if a woman has a male child over the age of 12, the only option is a shelter in the adjacent city of Minneapolis."

- SALT LAKE CITY: "If they do not have children with them they sleep separately at the men's and women's shelters. The break-up does not need to be permanent."

- SAN DIEGO: "There are limited numbers of facilities for intact families due to lack of space and limits on the time families may stay in some shelters. At times the fathers have to go to separate shelters or sleep outside."

- SEATTLE: "The largest emergency shelter for families in Seattle serves both single-parent and two-parent families. There is always a critical demand, however, for additional shelter space for families."

- TRENTON: "Most family shelters are for women and children."

LIMITATIONS ON THE USE OF SHELTER FACILITIES / ALTERNATIVES DURING THE DAY

Seventeen cities also reported that homeless families may have to leave shelters in which they are staying during the day. Ten said they did not. Those cities in which families may have to leave shelters during the day are Charleston, Cleveland, Denver, Detroit, Kansas City, Los Angeles, Hartford, Nashville, New Orleans Norfolk, Philadelphia, Phoenix, Portland, San Diego, San Francisco, Seattle and Trenton. Among the city's comments on the necessity of leaving shelters and where homeless people go during day:

- CHARLESTON: "Children at the largest shelter can go to a day shelter program. At two other family shelters, homeless families do not have to leave during the day."

- CLEVELAND: "The local welfare office, public housing, or public parks are common places used by homeless families during the day."

- DENVER: "There are two day centers that will accommodate families, but one will only allow mothers and children."

- DETROIT: "None of the shelters permits a client to stay in their room all day. Of course, in cases where someone is ill, or a child is ill, these special cases are looked at differently."

- KANSAS CITY: "Four of the seven family shelters require clients to be out of the facility during the day. One of the local shelters provides a hospitality center where families can spend the day."

- LOS ANGELES: "Most shelters are closed to the homeless during the day. Of course, it varies as to where they go. Many simply sit right outside the doors of the shelters. Many go to local parks and libraries. Many look for casual day labor or county assistance."

- NEW ORLEANS: During the day homeless families go to "public libraries, parks or tourist attractions, the streets or doorways of buildings, the care center, the multi-service center for the homeless, family, friends or the welfare office."

- NORFOLK: "Some shelters require persons to leave during the day and return at night; others allow them to remain during the day. When shelters require persons to leave, it is unknown where they go during those hours. Adults in the homeless family shelters must secure housing and employment during the day. School-age children must attend school."

- PHILADELPHIA: "This only occurs in one of the 16 family shelters. If they have no alternative (such as school or employment), the family members affected return to Central Intake. It should be noted that other shelters require parents to pursue activities that require

leaving the shelter, such as to look for a housing unit. These shelters do not, however, close their doors for the day."

- PHOENIX: "The rules will vary from shelter to shelter. As a rule, the adults are required to leave the facilities during the day and return in the evening. Respite programs and open air camp shelters are exceptions to this rule. Some shelters provide day care and educational programs for children. There is at least one day care program not associated with a shelter that provides services exclusively to homeless families. Adults during the day may seek employment, other services, and necessary food. Case-managed adults will probably be working on these projects and other specific arrangements in their efforts to escape homelessness. Others, non-receptive to changing their situation, will seek food, shelter from the weather if necessary, and be content to be idle."

- PORTLAND: "Most of the shelters for homeless families are operated by churches, and they are night shelters only. There is one family resource center, but it cannot provide day shelter to all who need it. Other families seek shelter in their cars, the libraries, shopping malls, laundromats and under bridges."

- SAN FRANCISCO: "One family shelter and all hotels allow families to stay 24 hours. The newest family shelter is in a church basement, which must be vacated to allow other uses during the day. The church is trying to develop daytime recreation and respite programs, but families must currently fend for themselves during the day."

- SEATTLE: "Families generally leave during the day to go to apply for public assistance, employment, housing, emergency food and other services. If there is illness in the family, or special services being provided on-site, the family will not leave the shelter during the day."

FUNDING

During the last year every survey city used city government funds (either locally generated revenues or federal or state grants) to support local shelters or other services specially for homeless people. The funds come from a variety of sources:

- More than four out of five (81 percent) of the survey cities used locally generated revenues. They were Boston, Charleston, Chicago, Cleveland, Denver, Detroit, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New York City, Norfolk, Philadelphia, Phoenix, Portland, Salt Lake City, San Diego, San Francisco, San Juan, Seattle and Trenton.

- Nineteen of the cities (70 percent) used state grants: Boston, Charleston, Chicago, Cleveland, Denver, Hartford, Kansas City, Los Angeles, Louisville, Philadelphia, Phoenix, Portland, Providence, Saint Paul, Salt Lake City, San Francisco, San Juan, Seattle and Trenton.

- All 27 cities used federal grants to provide shelter and other services specifically for homeless people. Of these:

  - Eighteen cities used Community Development Block Grant funds: Boston, Chicago, Cleveland, Denver, Detroit, Hartford, Los Angeles, Louisville, Minneapolis, New Orleans, New York City, Portland, Providence, Saint Paul, Salt Lake City, San Diego, San Francisco and Seattle.

  - Nineteen cities used Community Services Block Grant funds: Cleveland, Denver, Detroit, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New York City, Norfolk, Phoenix, Portland, Providence, Salt Lake City, San Antonio, San Diego, San Francisco, San Juan, and Seattle.

  - Twenty-six cities reported the use of Emergency Food and Shelter funds (which are now provided through the Stewart B. McKinney Homeless Assistance Act): Boston, Charleston, Chicago, Cleveland, Denver, Detroit, Hartford, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, New York City, Norfolk, Philadelphia, Portland, Providence, Saint Paul, Salt Lake City, San Antonio, San Diego, San Francisco, San Juan, Seattle and Trenton.

  - All 27 cities used other funds available through the Stewart B. McKinney Act.

THE IMPACT OF THE STEWART B. MCKINNEY ACT

Officials in the survey cities described how the McKinney Act has assisted them in meeting the needs of homeless people:

- BOSTON: "We have been able to improve significantly our homeless services as a result of appropriations from the McKinney Act. These improvements include the addition of 372 shelter beds, four new child care programs serving up to 200 children each year, and the addition of services to 89 handicapped persons, 76 elderly persons and 89 families, all of whom had not been previously served."

- CHARLESTON: "The largest shelter now has a substance abuse counselor and a mental health counselor on site. Transitional housing is available for the first time in this city. A job training/placement program will soon begin offering three employment counselors for the city's homeless. The largest family shelter was extensively renovated, made safer and more comfortable."

- CLEVELAND: "McKinney Act funds helped expand the capacity of existing shelters and provide additional services."

- DENVER: "We would not have half of the programs that are currently available."

- DETROIT: "The funds have supported transitional housing for the mentally ill, health care for the homeless, the homeless intervention program, services to homeless, pregnant teenagers and 10 shelters."

- HARTFORD: "Stewart B. McKinney funds assisted the City of Hartford in upgrading our shelter facility in order to meet fire and safety codes. This, in turn, allowed us to increase our capacity to shelter single men. This shelter handles the overflow when other city shelters are full."

- LOUISVILLE: "It has been invaluable!...We have received presently over $6 million....With the passage of the Stewart B. McKinney Homeless Assistance Act and the $500,000 in matching dollars that Mayor Abramson's administration has provided, this community has secured over 96 permanent and transitional housing units. Forty of these are transitional units which include comprehensive services such as educational opportunities, job training, some day care and the hope of moving out of the cycle of poverty."

- MINNEAPOLIS: "FEMA funds are the primary source for the maintenance and operation of emergency shelters. McKinney Act funds for Emergency Shelter Grants have supplemented these, and provided 10 units of transitional housing for mothers with children. McKinney Act funds also support major health and chemical dependency services for the homeless."

- NASHVILLE: "Several major local initiatives for the homeless have been made possible by funding under the McKinney Act, including a 22-bed detoxification and rehabilitation program for homeless substance abusers (with a Health Care for the Homeless grant), a mobile psychiatric outreach and crisis stabilization program for the homeless mentally ill (with a Mental Health Demonstration grant), and a day service program for the homeless in the downtown area (with a Supplemental Assistance for Facilities to Assist the Homeless grant)."

- NEW ORLEANS: The McKinney Act "has been the major source of funding for health care for the homeless. It also provided funds for emergency shelter. Our major concern has been the inability of non-profits to secure the 50 percent cash match and, thus, to access the funds."

- NORFOLK: "The McKinney funds allowed shelters to increase the number of beds. It has also enabled other services for the homeless to continue operation."

- PHOENIX: "The Stewart B. McKinney funding has supported operating needs of eleven emergency shelters; assisted in the development of three transitional shelters; supplemented food needs; and assisted about 150 families to pay initial costs of moving into permanent housing. Medical, outreach and mental health services have been partially funded through McKinney funds."

- PROVIDENCE: "Primary health services have been increased under a $265,000 McKinney health grant to Providence Ambulatory Health Services, Inc., a community health service agency. The grant has

expanded primary health services, mental health outreach services and made available a mobile medical van."

- SAINT PAUL: "McKinney dollars have been used to provide health services to the homeless in shelters and in drop-in centers. It has also provided operating expenses and rehabilitation dollars for transitional housing units and emergency shelters."

- SALT LAKE CITY: "This act has provided critical funding to the city which has been used to open a new shelter for families and single men. It has also funded a variety of other essential services to help the homeless."

- SAN ANTONIO: "The City of San Antonio has been the recipient of Emergency Shelter Grants that have allowed for the expansion of shelter facilities. In addition, the City has implemented a direct service program for the homeless through an Emergency Community Services homeless grant. The County mental health agency received a grant for mental health services. The United Way obtained a public health services grant to expand medical services. The state employment office was awarded a grant to work with homeless veterans."

- SAN DIEGO: "The City used both FEMA and other Stewart B. McKinney money to provide both emergency food and shelter and transitional housing opportunities for the homeless. The funds were very much needed and appreciated."

- SAN FRANCISCO: "We received $1.4 million for primary health care services, Section 8 certificates for ten years to provide 32 rooms for homeless people with AIDS, approximately $300,000 for five years for transitional housing for homeless people with mental disabilities, and funds to support shelters, employment referrals and related services."

- SAN JUAN: "The Stewart B. McKinney Act has made available funds to initiate a program of primary health care and substance abuse treatment, emergency shelter and transitional housing, and has assisted in a private initiative to engage in services to the homeless."

- SEATTLE: "It has provided additional operating funds for emergency shelter programs and has provided a large infusion of capital and operating funds for transitional and permanent housing programs for a variety of homeless groups."

The city officials, however, also discussed the McKinney Act's limitations, most of which relate to the inadequacy of the funding level provided:

- KANSAS CITY: "Nearly $500,000 has been received through the McKinney Act. Unfortunately, however, these have been one-time grants with no hope for refunding."

- LOS ANGELES: "Unfortunately, the McKinney Act is based on a national agenda which does not effectively meet our local needs. The City's

allocation is not nearly large enough to meet existing needs. Furthermore, restrictions on the funds limit their usefulness."

- NEW YORK CITY: "In light of estimates that New York City's homeless population comprises 14 percent of the homeless individuals and 30 percent of the homeless families in the United States, the McKinney Homeless Assistance Act is underfunding the city which bears the greatest burden of homeless people."

- PHILADELPHIA: "McKinney funding provides less than 10 percent of the resources expended on meeting the needs of homeless persons in Philadelphia."

- PHOENIX: "The Stewart B. McKinney funding is appreciated, but it is really only a bandaid for a rather complicated game of musical chairs which must be played until the real problems of affordable housing and services can be addressed."

- PORTLAND: "Although McKinney funding has allowed us to develop much needed shelters and other services for special needs populations, it hasn't met the needs of the homeless. Now we have more people who are 'sheltered,' but they will remain homeless until the federal government addresses the desperate need for low-income housing and restores the 75 percent in federal housing assistance which has been cut since 1980."

UNMET NEED FOR EMERGENCY SHELTER

On average, 19 percent of the requests by homeless people for emergency shelter went unmet across the survey cities. Estimates of unmet requests ranged from 10 percent or less in Charleston, Chicago, Denver, New Orleans, Norfolk, Philadelphia, Saint Paul and San Francisco to 30 percent or more in Cleveland, Los Angeles, Phoenix, Seattle and Trenton. Four cities — Boston, Minneapolis, New York City and San Antonio — reported that no requests for emergency shelter went unmet.

For homeless families specifically, an average of 23 percent of the requests for emergency shelter went unmet across the survey cities. Eleven percent or less of the requests for shelter by homeless families went unmet in Chicago, Denver, New Orleans, Norfolk and Saint Paul. Fifty percent or more of the requests went unmet in Cleveland, Los Angeles and Seattle. Five cities — Boston, Charleston, Kansas City, New York City and Salt Lake City — reported that no requests for emergency shelter by homeless families went unmet. Kansas City officials noted, however, that in order to meet the demand, shelters often have to expand beyond normal capacity.

PEOPLE TURNED AWAY FROM SHELTERS

In two out of three (17) of the survey cities emergency shelters must turn away homeless families because of lack of resources. Several of the cities attempt to provide other accomodations if shelter space is not available. Among the comments from the city officials:

- BOSTON: "When no shelter space is available to a family, they are offered a motel or hotel room for the night by the Department of Public Welfare."

- CHARLESTON: "The City is committed to sheltering families, whatever it takes."

- CHICAGO: "There are still more homeless people than shelter beds available. Homeless families who cannot be accommodated in shelters are usually placed in a hotel until either shelter space or other temporary housing can be arranged."

- CLEVELAND: "Families double up with relatives or friends. Some return to abusive situations; others squat in condemned buildings or unused public housing units."

- DENVER: "McKinney Act funds have allowed us to create a hotel voucher system that allows us to put families up who cannot find shelter. Also a national program called Hotels/Motels in Partnership arranges with local hotels to donate close to 100 nights of shelter."

- DETROIT: "Anyone who seeks emergency shelter can receive it. The Department of Social Services, Protective Services Division, will find accommodations for someone in need of emergency shelter. The private shelters have a working relationship with social services and exchange information and share resources."

- HARTFORD: "When a shelter is full they contact the next available facility. When all else fails, the City Social Services Department will intervene and accommodate the family in a hotel or motel or work with them to find permanent shelter."

- KANSAS CITY: "Throughout the year, two shelters have remained in constant overflow status to deal with the presenting needs of the Hotline. Some families must wait until after 4:00 PM to find out if and where they have shelter, but most are placed somewhere. Recent statistics show that only about 35 percent of those who call the Hotline and are placed show up for shelter."

- LOS ANGELES: "Info-Line reported that they turned away 1,733 people across the board, and that this constituted a 34 percent turn away rate. This is a very conservative estimate."

- LOUISVILLE: "We can find emergency space if families are literally on the streets. If they are doubled up, they sometimes have to continue that way. As we saw in the six-month families report, we do have to turn people away. But, with the 40 new transitional units, we hope to free up emergency units to accommodate all of our homeless families so that no one will be turned away in 1989."

- NEW YORK CITY: "New York City's policy is to provide emergency shelter assistance to everyone who requests same."

- NORFOLK: "The largest unmet need is among battered women, pregnant women and families."

- PORTLAND: "When shelters are full, families may apply for a motel voucher which is good for one to two weeks. Afterwards, unless transitional housing is available (very rarely), the family is on the street."

- SAINT PAUL: "At times there is a lack of space for a family of a particular size and they may apply at another Saint Paul shelter or at a Minneapolis shelter. If space cannot be found in a shelter, Emergency Social Services pays for a motel room until the shelters can accommodate them."

- SALT LAKE CITY: "No person is turned away from shelter. When capacity is reached, extra cots and blankets are used."

- SAN FRANCISCO: "The Department of Social Services regards families as a priority and will expand capacity to meet need."

- SEATTLE: "Family shelters serve about 50 percent of the requests for service. We really don't know, but we assume families are doubling up since they are not often seen on the streets."

- TRENTON: "They are put up in low-cost motels with minimum support services."

In 73 percent (19) of the survey cities emergency shelters must turn away other homeless people because of lack of resources. Several of the cities attempt to provide other accomodations if shelter space is not available. Among the comments from the city officials:

- BOSTON: "In the winter months, the City, in conjunction with the State, adds shelter beds on an overflow basis. Both this year and last we were able to shelter up to 400 people in armories offered by the National Guard. Also, the City of Boston is adding 100 beds to its year-round shelter capacity."

- CHARLESTON: "The city is temporarily short of space for single men, but is working to rectify the situation. Those who are turned away sleep in the traditional places -- graveyards, abandoned houses, etc."

- CHICAGO: "There are still more homeless people than shelter beds available. Homeless people who cannot be accommodated in shelters are usually placed in a hotel, YMCA, or intermediate care facility, if necessary, until either shelter space or other temporary housing can be arranged."

- CLEVELAND: "The airport is the largest homeless shelter in Cleveland for those with mental illness."

- DETROIT: "Single men are the largest percentage of those turned away. Often, it is because they are unwilling to follow shelter rules."

- HARTFORD: "Once all of the shelters are full, an inventory is taken of how many individuals are still in need of shelter. The City will then make a decision to open the Storm Center to accommodate the overflow or divert people to local hotels and motels which are available."

- KANSAS CITY: "There is plenty of space for single men and women."

- LOS ANGELES: "Based partly on Los Angeles County's count of shelter beds, it is estimated that the total is around 10,000. (The group that prepared this report felt the County's definition of shelter beds was very broad.) A conservative estimate of homeless people is 33,000, which means that over two-thirds of the homeless population on a given night cannot find shelter and are forced on to the streets."

- LOUISVILLE: "Our major problem in the adult male population is the severely mentally ill. They cannot be accommodated properly in the shelter system. We need to find stability and permanence for these people. Without supervision they simply wander the fringes of reality with very little hope. Some of these folks get banned everywhere because of their behavior. They are the most needy people we see and the least cared for. We are trying to address the situation with private, non-profit groups who are receiving HUD 202 loans. In 1989 we plan to open 32 HUD 202 permanent housing units for the mentally ill, which will begin to address this tragic situation. We are going to continue to make this a top priority in 1989."

- MINNEAPOLIS: "Persons may have to be referred from one shelter to another before finding a bed."

- NEW ORLEANS: "All except Ozanam Inn turn away persons who cannot pay. Homeless people not accommodated in shelters are forced to stay on the street, with lack of proper hygiene and diet. They may sleep under railroad overpasses or in doorways of buildings."

- NEW YORK CITY: "New York City's policy is to provide emergency shelter assistance to everyone who requests same."

- NORFOLK: "Some persons turned away may be accommodated by another shelter provider. Some will continue to live in cars. Others may be housed for a night in a motel by an agency."

- PHILADELPHIA: "Specialized needs, such as immediate shelter for seriously mentally ill persons and persons disabled by alcohol abuse, are not adequately met."

- PORTLAND: "'Greatest need' cases may be vouchered into a motel for one to two weeks."

- SAINT PAUL: "The individuals turned away have proven to constitute a danger to other shelter guests. We have no facility for hard to place, socially dysfunctional, mentally ill or violence-prone persons. These individuals often seek shelter in abandoned cars, heated public building, under bridges, etc."

- SALT LAKE CITY: "No person is turned away from shelter. When capacity is reached, extra cots and blankets are used."

- SAN DIEGO: "There are not sufficient shelter bed spaces to accommodate all single males who desire space. Those who do not receive a bed are forced to make do by doubling up with others, live in automobiles, or live on the street."

- SAN FRANCISCO: "Shelters and voucher hotel programs turn away people virtually every night. The options are to purchase a hotel room for a week, double up with friends or find doorways, parks, abandoned cars, etc."

- SEATTLE: "Annually we count homeless persons sleeping outside in Seattle's downtown neighborhoods. For the past five years, between 300 and 400 have been found outside sleeping in garages, doorways, under bridges and in cars on a nightly basis."

- TRENTON: "They are put up in low-cost motels with minimum support services."

HOMELESS PEOPLE IN PARTICULAR NEED OF ASSISTANCE

Officials in the survey cities were asked to identify in order of need three specific groups of homeless people for whom emergency shelter or other needed services are particularly lacking in their city, as well as the services most needed by each of these groups. Eighty-eight percent of the responding cities (21) identified **families with children** as a group in need of services. Of these, 11 cities — Boston, Charleston, Chicago, Detroit, Kansas City, Louisville, Hartford, New Orleans, Norfolk, Providence and Seattle — identified families as the group most in need of services. Another four cities reported that families were the group second most in need of services; six more cities ranked families as the third group for whom services were particularly lacking.

Severely mentally ill persons were ranked next, by two-thirds (16) of the responding cities as a group for whom emergency shelter and other needed services are particularly lacking. Six cities — Minneapolis, Nashville, Philadelphia, Phoenix, Saint Paul and San Juan — ranked them first. Another six cities ranked severely mentally ill persons second; four more ranked them third.

Substance abusers were ranked next as the group for whom emergency shelter and other needed services are particularly lacking, by a total of 15 cities (63 percent of those responding). Four cities — Cleveland, Philadelphia, Portland and Trenton — ranked them first. Five ranked them second, six ranked them third.

Other groups of the homeless population were also ranked among those most in need of services:

- Nine cities listed **unaccompanied minors** as a group for which shelter

and other needed services were particularly lacking, with Denver, San Antonio and San Diego ranking them as the group most in need.

- **Single adults** were listed as a group for which shelter and other needed services are particularly lacking by nine cities. Men were listed first by Philadelphia and San Diego. Women were listed as the group either second or third most in need by five cities. Among these, Norfolk specifically cited battered and pregnant women and Portland cited pregnant women. San Antonio identified people with AIDS as a particular group in need.

Los Angeles and Salt Lake City indicated that services were needed by all categories of homeless people. Los Angeles officials commented: "None of the categories are being well-served, so it is impossible to rank them. Shelter, food, transitional housing, health, mental health, dental care, proper schooling and so forth are all services that are lacking for all categories of homeless people."

SERVICES MOST NEEDED

City officials identified a wide range of services needed by the various groups of homeless people:

Families with Children

Affordable, permanent housing was the service most frequently cited as needed by homeless families. The 13 cities identifying this need were Boston, Charleston, Chicago, Detroit, Kansas City, Louisville, Minneapolis, New Orleans, Philadelphia, Phoenix, San Antonio, Seattle and Trenton. Ten cities listed **transitional housing:** Boston, Chicago, Detroit, Kansas City, New Orleans, Phoenix, Providence, San Antonio, San Juan and Seattle. Five cities listed **emergency shelter:** Nashville, New Orleans, Phoenix, Providence and San Juan. Portland identified the unmet need for emergency shelter by childless couples.

Child care was identified as a service needed by homeless families in eight cities: Chicago, Hartford, Louisville, New Orleans, Philadelphia, Phoenix, Seattle and Trenton.

Jobs, job training and/or employment counseling were listed by Chicago, Hartford, Kansas City, Louisville, Philadelphia, Phoenix and Seattle. **Education** was cited by Detroit, Louisville, Philadelphia and Phoenix.

Other services identified by the survey cities as needed by homeless families were:

- **Counseling or other supportive services**, by Chicago, Louisville, Providence and San Juan;

- **Higher benefit levels**, by Boston, Denver and Phoenix. Denver specifically identified the need for the provision of AFDC benefits to two-parent families;

- **Health care**, by Boston, Detroit and Louisville;

- **Substance abuse treatment**, by Philadelphia, Portland and Providence; and

- **Transportation**, by Hartford, Seattle and Trenton.

Severely Mentally Ill Persons

Housing which would meet the special needs of severely mentally ill persons was the overwhelming unmet need identified by the survey cities for this population. The need for **transitional or congregate housing** was identified by nine cities: Boston, Chicago, Kansas City, Louisville, New Orleans, Philadelphia, Phoenix, San Francisco and San Juan. Boston and Chicago also cited the need for **SRO housing**. Boston, Nashville, Saint Paul and Trenton called for **supervised care facilities** for this population. Five cities cited the need for more **emergency shelters**: Cleveland, Minneapolis, New Orleans, Phoenix and San Diego. Several of these cities commented that existing shelters often cannot accommodate the severely mentally ill because of behavioral problems.

Other services identified by the city officials as needed by homeless severely mentally ill persons include:

- **Case management**, by Chicago, New Orleans, Philadelphia and Phoenix;

- **Psychiatric care**, by Nashville, New Orleans, Philadelphia and San Juan;

- **Crisis care**, by Phoenix, New Orleans and Trenton; and

- **Support services**, by Kansas City and San Diego.

Substance Abusers

Treatment and rehabilitation were the service most lacking for homeless substance abusers, according to the officials in the survey cities. Listing them were Denver, Hartford, Kansas City, Philadelphia, Providence, San Francisco, San Juan and Trenton. Hartford, Nashville, Phoenix, Providence and San Francisco cited the unmet need for detoxification facilities. Nashville specifically identified this as a service needed by female substance abusers.

Other services identified by the cities as needed by homeless substance abusers but particularly lacking were:

- **Shelter**, by Cleveland, Phoenix, San Diego and San Francisco;

- **Supportive services or counseling**, by Hartford, Phoenix, Providence, San Diego and Trenton; and

- **Employment and training**, by Phoenix, San Juan and Trenton.

Norfolk officials commented: "No known services are available

specifically for homeless substance abusers, but we have a street outreach team that advises and refers them to available services."

Unaccompanied Minors

Emergency or transitional shelters were the service most identified as lacking for homeless unaccompanied minors. Chicago, Denver and Providence called for transitional shelters with supportive services; Providence, San Antonio and San Francisco for emergency shelters. Minneapolis cited the need for shelters for children in protective custody.

Other services identified by the city officials as needed by particularly lacking for unaccompanied minors were:

- **Job Training**, by Chicago, Louisville and Philadelphia;
- **Education**, by Philadelphia and Providence;
- **Supportive services**, by Detroit and San Francisco;
- **Income maintenance**, by Philadelphia and San Francisco;
- **Substance abuse treatment**, by Philadelphia and Providence.

Denver officials commented: "Just about everything is needed because of legal constraints and the unwillingness generally of homeless youth to engage the system."

Single Men

Affordable housing was cited by Charleston and Philadelphia as the service most needed by and particularly lacking for homeless single men. Philadelphia officials identified **employment and training, income maintenance and substance abuse treatment** as services needed but lacking for this population. Charleston cited the need for a **"living wage."** San Antonio cited the particular need for **shelter, convalescent centers and housing for homeless people with AIDS.**

Single Women

Affordable housing was cited by Charleston, New Orleans and Seattle as particularly lacking for homeless single women. Norfolk identified the need for **shelter for battered and pregnant women;** Portland the need for **shelter for homeless pregnant women. Supportive services** were identified as needed by Detroit, New Orleans and Norfolk. **Employment** was cited by Hartford and New Orleans. Other needs identified were a **"living wage,"** by Charleston, **transportation,** by Hartford, **mental health services,** by Seattle; and **alcohol treatment services,** by Seattle.

Salt Lake City and Seattle listed services that were needed by all categories of homeless people. Salt Lake City called for **case management, employment and training and housing.** Seattle identified **adequate income support, housing and day care services** as needed by all homeless people.

THE OUTLOOK

EXPECTED REQUESTS FOR SHELTER IN 1989

Officials in nearly nine out of ten (24) of the survey cities expect requests for emergency shelter to increase in their city during 1989. Denver and Saint Paul expect the number of requests to remain the same during 1989; Philadelphia officials expect them to decrease.

Denver officials explained: "As long as Stewart McKinney and FEMA funds stay at the same level and the economy doesn't get any worse, the homeless situation should remain stable and manageable. If the economy gets worse, adjacent counties and rural areas will not be able to carry the weight and the likelihood of homeless people coming to Denver is strong."

Saint Paul officials said: "If this trend continues, the number of homeless men will decline. We expect this to drop because general employment remains high and because of a McKinney grant that will be training and employing homeless men. This will, however, be offset by the number of large families, which seems to be on the rise."

Philadelphia officials explained the expected decrease: The "inception of city-wide prevention programs to reduce the loss of housing will reduce the demand. New policies limiting eligibility for shelter will ensure that only persons lacking alternative resources are placed in shelters."

Among the comments from the cities anticipating an increase in shelter requests during 1989:

- BOSTON: "Although Boston is able to meet the emergency needs of its homeless population, the rate of homelessness continues to increase. This is due in part to the lack of commitment by the federal government to create affordable housing. These funding cuts place further stress on local governments to exhaust their resources, which alone are insufficient to develop affordable housing."

- CHARLESTON: "Wages aren't going up, rents aren't going down, and no housing for recovering substance abusers or mentally ill persons is being built."

- CHICAGO: "There has been no significant improvement in the economic status of the city's poor and near poor and no increase in available low-income housing."

- CLEVELAND: "Failure to pass minimum wage increase, lack of welfare reform and small federal housing budget are all expected to contribute to an increase in requests for shelter."

- HARTFORD: "The low-income housing market is dwindling and more people are facing homelessness. Also, deinstitutionalization frequently results in homelessness. The trend in mental health care away from

long-term institutionalization and towards community-based care has increased this at-risk population."

- KANSAS CITY: We "continue to be affected by local lay-offs at industrial plants and the surfacing of the hidden homeless — those doubled and tripled up with family and friends."

- LOS ANGELES: "The outlook is grim. Considering the changing economy to lower-pay service jobs, the existing degree of poverty and the escalating costs of housing, the situation can only get worse. This is especially true when one considers the overall loss of affordable housing due to redevelopment plus the ever-rising costs of operations for agencies who serve the homeless. The bottom line is that this system is really straining under current conditions and is not coming close to meeting current needs."

- NASHVILLE: "Homelessness has tended to increase in this community in recent years and respondents indicated that they find nothing in the national economy or the mental health laws of this country which would lead them to expect dramatic social changes which would result in a decrease in homelessness."

- NEW ORLEANS: "With conditions as they are, with no significant increase in low-income housing, cutbacks in welfare and unemployment programs, and no significant improvement in the economy, homelessness can only be expected to increase in 1989."

- PHOENIX: "The trend data available over the last three years indicates that some increase is likely. There does not appear to be any changes in the economic environment that will change the trend."

- SALT LAKE CITY: "It is expected that the number of homeless persons needing services, shelter, housing, food, clothing, etc, will increase during 1989."

- SAN ANTONIO: "The causes of homelessness must be addressed, otherwise there will be a continued increase in the demand for shelter."

- SAN DIEGO: "The problem of homelessness will continue to get worse because the cost of housing — the number one cause of homelessness— will continue to increase, while the income level will remain generally the same. People will literally be priced out of the market."

- SAN FRANCISCO: "San Francisco faces the loss of 2,000 units of subsidized housing in the next two years as they return to private market rates. Most of the major factors that have been producing homelessness over the past decade continue unabated. Cities cannot respond adequately to homelessness without massive federal and state support. McKinney funding, while helpful on a limited scale, does not come close to compensating for the loss of HUD subsidies."

- SEATTLE: "None of the main causes of homelessness are being adequately addressed by the federal government."

- TRENTON: "High housing costs, less housing stock, deterioration of existing housing, and wages not keeping pace with the Consumer Price Index will likely result in increased requests for shelter."

EXPECTED REQUESTS FOR SHELTER BY HOMELESS FAMILIES IN 1989

Officials again in nearly nine out of ten (24) of the survey cities expect the requests for shelter by homeless families specifically to increase during 1989. New York City and Philadelphia expect the number of requests by families to decrease in 1989. New York City officials explained: "New York City's Accelerated Housing Plan calls for the removal of homeless families from hotels and the elimination of prospective placement in these facilities."

Among the comments by the city officials expecting increased requests by homeless families for shelter during 1989:

- BOSTON: "Families are the fastest growing portion of the homeless population in Boston. They have been hardest hit by the federal government's cuts in affordable housing programs."

- CHARLESTON: "Wages aren't going up and rents aren't going down."

- CHICAGO: "There has been no significant improvement in the economic status of the city's poor and near poor and no increase in available low-income housing."

- CLEVELAND: "Modernization of public housing may displace some families."

- HARTFORD: Shelter requests are expected to increase "due to loss of an adequate income, eviction, demolition or conversion, or fire/disaster. Those living with relatives or friends may be forced to leave due to over-crowding."

- KANSAS CITY: "Local and national statistics from the last three years indicate families are and will continue to be the fastest growing segment of the homeless population."

- LOS ANGELES: "The outlook is grim. In the two previous years the number of homeless families seeking shelter has increased by 30 percent or more. This year the estimate is around 23 percent. In light of the information contained within this report, there is every reason to believe the rate of increase will be comparable, in the 25 percent range, for the next year."

- LOUISVILLE: "The main reason is that affordable housing continues to be the primary causal factor of homelessness in Louisville. With the federal housing assistance slashed from $33 billion in '81 to under $8 billion today, it is understandable that we see the increase in homelessness. It is critically important that the federal government realize that subsidized housing is its responsibility and a vital need of this city and of cities across the country."

- PORTLAND: "The number of homeless families continues to grow. We are also seeing an increase in the number of homeless teenage mothers with substance abuse problems. Despite statistics which show a decrease in unemployment, most 'new jobs' are in service sectors and pay minimum wage, not sufficient to meet the needs of a family."

- SAINT PAUL: "An increase would be a continuation of the present trend. Very low-income, large families increasingly need to use shelters as a place to get back on their feet after their personal resources become exhausted."

- SALT LAKE CITY: "It is expected that the number of homeless families needing services -- shelter, housing, food, clothing -- will increase during 1989."

- SAN ANTONIO: "Within the first two months of the current fiscal year the two major shelters in the city have reported a substantial increase in the number of families requesting shelter. If this trend holds, there will be a significant year-end increase."

- SAN FRANCISCO: "The City has no funds to continue rehabilitating Housing Authority units. The state program providing emergency assistance for homeless families is new, and it is not clear what its long-term effects will be. For example, to date only about 10 percent of the families in San Francisco who received emergency cash assistance actually found permanent housing."

- SAN JUAN: "There has been no progress in efforts to deal with the causes of or the solutions to the problems of homeless families."

- SEATTLE: "The needs of families are complex and increasing. Of particular concern is the impact of drug addiction on our communities and the continued lack of affordable housing with social service support."

CITY DATA ON HOMELESSNESS

CITY	PERCENTAGE INCREASE IN REQUESTS FOR EMERGENCY SHELTER	PERCENTAGE INCREASE IN REQUESTS BY FAMILIES FOR EMERGENCY SHELTER	PERCENTAGE COMPOSITION OF HOMELESS POPULATION							
			FAMILIES	SINGLE MEN	SINGLE WOMEN	UNACCOMPANIED YOUTH	SEVERELY MENTALLY ILL	SUBSTANCE ABUSERS	EMPLOYED	VETERANS
BOSTON	16	10	26	52	15	7	35	35	29	35
CHARLESTON	40	100	15	80	5	0	30	35	30	30
CHICAGO	13	13	40	40	20	-	25	20	30	na
CLEVELAND	20	20+	36	49	14	1	30	45	25	40
DENVER	0	0	27	40	23	10	35	30	31	32/a
DETROIT	17	35	55	30	10	5	10	23	na	15
HARTFORD	na	na	na	na	na	na	na	41	18	na
KANSAS CITY	14	22	44/b	27	23	na	30	16	na	30
LOS ANGELES	23	na	35	40	15	10	30	30	35	25
LOUISVILLE	2	9	na	na	na	na	[illegible]	na	na	na
MINNEAPOLIS	9	-15	18	72	9	1	23	44	10	35
NASHVILLE	23	na	24	60	16	0	30	35	[illegible]	15
NEW ORLEANS	16	13	15	55	20	10	25	30		30
NEW YORK CITY	1	.4	62.2	33	4.8	--	22	na	.5	8.4
NORFOLK	16	16	80	9	9	2	4	na		na
PHILADELPHIA	15	15	33	50	16	1	10	25	10	10
PHOENIX	5	60	20	67	10	3	25	15	5	32
PORTLAND	7-10	12	52/b	28	11	5	7	24	23-35	15
PROVIDENCE	na	na	30	38	22	10	30	50	10	20
SAINT PAUL	na	8.5	16	75	9	--	10.6	35.3	13.1	33.8
SALT LAKE CITY	na	na	30	60	10	--	25	30	25	35
SAN ANTONIO	10	3.4	33	47	7.5	12.5	na	na	24	20
SAN DIEGO	5	10	25	55	15	5	25	20	25	40
SAN FRANCISCO	10	-25	15	65	10	10	30	25	15	35
SAN JUAN	20	40	15	60	15	10	50	50	30	8
SEATTLE	-11	16.1	37.3/b	48.7	10.2	.4	30-40	50-60	16	20
TRENTON	35	30	54	33	13	>1	20	60	15	12

a) percentage of adult homeless population, not entire homeless population
b) In Kansas City, an additional 6 percent are childless couples. In Portland, an additional 4 percent are childless couples. In Seattle, an additional 2.2 percent are childless couples.

HOUSING

THE DEMAND FOR ASSISTED HOUSING

The demand for assisted housing by low-income families and individuals increased during the last year in 21, or 88 percent, of the responding cities. It stayed the same in New York City, San Francisco and Seattle. San Francisco officials noted that "waiting lists for assisted housing are often closed, so new requests are not received." No city reported a decrease in demand. The average percent of the increased demand was 43 percent, ranging from five percent in Nashville, 20 percent in Boston and San Juan, and 25 percent in Phoenix and San Antonio, to 50 percent in Minneapolis, 63 percent in Portland, 75 percent in Trenton, and over 100 percent in Phildelphia. Among the explanations of the city officials:

- BOSTON: "The number of requests for assisted housing has continued to increase. For example, the number of applications for Section 8 vouchers increased from 3,976 in 1984 to 7,140 in 1985; in 1987 the number of applications was 8,199. Another factor which needs to be considered in looking at Section 8 vouchers is the success rate at which those possessing vouchers actually secure housing. In 1983, 59 percent of those persons with Section 8 vouchers were able to secure housing. Today, that rate has dropped to 43 percent. Additionally, turnover in public housing has declined. The waiting lists for privately-owned subsidized housing have also grown over time. For example, when 195 low and moderate-income units in the Tent City apartment complex -- financed with state SHARP subsidies -- became available, more than 6,300 families applied for these apartments."

- KANSAS CITY: "There has been a significant increase in requests for assisted housing, which is partially explained by the existence of new programs to assist homeless families."

- LOS ANGELES: "Two years ago, the number of requests for assisted low-income housing became so large that the City's Housing Authority stopped accepting applications. The Housing Authority only recently began accepting applications again."

LENGTH OF TIME APPLICANTS MUST WAIT FOR ASSISTED HOUSING

The average wait from the time of application for assisted housing until an applicant actually receives assistance in the survey cities is 21 months. The wait ranges from two to three months in Detroit, four months in New Orleans, and 9 to 12 months in Phoenix, to 24 months or more in Boston, Charleston, Los Angeles, Philadelphia, Providence, San Diego and San Francisco.

Several cities commented that the length of the wait depends on the type of housing requested. Officials in Boston, for example, noted that the waiting time for elderly housing is less than the wait for housing for

families. In Chicago, the average wait for Section 8 is 10 years, while the wait for CHA varies by development. In Kansas City, there is a 15 to 24 month wait for Section 8 housing and a three month wait for other housing assistance. Nashville officials reported a two-to-six month wait for public housing and 36 to 48 month wait for Section 8 assistance. In Saint Paul, the average wait for a one bedroom apartment is one year, for two bedrooms the wait is 18 months, for three bedrooms three to five years, and for four and five bedroom apartments the wait is seven years.

CLOSING OF WAITING LISTS FOR ASSISTED HOUSING

Seventeen, or 63 percent, of the survey cities have stopped accepting applications for some or all assisted housing programs due to the excessive length of the waiting lists. Those cities are: Charleston, Chicago, Denver, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, Norfolk, Philadelphia, Providence, Saint Paul, San Antonio, San Diego, San Francisco, San Juan and Seattle. Five cities — Chicago, Denver, Kansas City, Louisville and Seattle — specifically mentioned that the list had been closed for Section 8 assistance only. In Minneapolis, applications for larger units are not being accepted. In Portland, one of the ten survey cities where waiting lists for assisted housing have not been closed, officials noted that "limited numbers of applications are accepted only at certain invervals."

THE CAPACITY

The city officials estimated that 29 percent of the eligible low-income households are currently being served by assisted housing. This ranges from nine percent in San Juan, 10 percent in Philadelphia and Providence, 15 percent in San Antonio, and 25 percent in Cleveland and Trenton, to 38 percent in Saint Paul, 45 percent in Chicago, 60 percent in Kansas City and 73 percent in Norfolk. Comments provided by the city officials include:

- BOSTON: "About 17 percent of Boston's housing stock is subsidized, including public housing, privately assisted housing, and apartments with rental vouchers. This is a total of about 41,000 units. The total number of low-income households in Boston is approximately 96,000."

- KANSAS CITY: "The figure (60 percent) given "has not changed appreciably since last year, in that there has been no significant development of low cost housing. In addition, the public housing authority has not yet replaced units destroyed with the demolition of two high rise structures in 1986. Of the units currently available, there is a consistent vacancy rate, due in part to a poor image problem."

- PHOENIX: "The figures (21 percent) are based on a Phoenix metropolitan area survey that indicates that a total of 73,335 households need assistance while 15,694 receive assistance, leaving 57,641 households in an unmet need category."

- SAN ANTONIO: "There has not been a change in the percentage of people served. However, there has been an increase in the demand for affordable public housing."

- SAN JUAN: "Through the City of San Juan's Office of Housing and Community Development, 3,589 eligible low-income households are currently served under the Section 8 Certificate and Voucher Program, and under the Section 8 Moderate Rehabilitation Program. The total of lower income households in the city is estimated at 42,056."

THE OUTLOOK

None of the 27 survey cities expect that local housing programs will be able to meet the housing needs of low-income households in the future, given the decline in federal housing assistance. Explaining their responses, the city officials said:

- BOSTON: "Despite both local and state housing programs that serve the poor, the increased demand for housing assistance and escalating housing costs make it difficult for Boston to meet the need for low-income housing. Boston has used every resource and tool at its disposal — from "linkage" funds, to the inventory of city-owned land and buildings, to new zoning guidelines — to expand affordable housing. But the need continues to outspace the supply. Boston cannot fill the large gap left by the federal government's withdrawal of housing assistance to cities."

- CHARLESTON: "Local housing assistance programs cannot meet the current need and there are no plans to expand them."

- CHICAGO: "Despite City leverage, local programs cannot meet the true low-income housing needs of over 200,000 families currently living in inappropriate housing."

- CLEVELAND: "Increases in new units provided is minimal. Now that there is very little funding and an increasing need, we are losing ground."

- DENVER: "At current levels of foreclosures, eviction and unemployment, the local housing authority and other low-income family housing providers will not be able to keep up with the flow unless future housing subsidies are increased."

- DETROIT: "Public housing has been decimated by cuts in funding over the last eight years. Many units are old, obsolete and in need either of major rehab, or need to be demolished. For this reason they are uninhabitable. Additionally, there have been drastic reductions in the operation and maintenance budgets for public housing. It is as if the federal government has become the biggest slum landlord in the nation. Or, it has abandoned its commitment to public housing."

- HARTFORD: "Hartford is experiencing a tremendous decline in low-income housing units which has, unfortunately, displaced many families and individuals. The situation does not appear to be turning around. Therefore, homelessnes will probably increase before it stabilizes."

- KANSAS CITY: "Local programs are as strapped as ever because of other gaps they have begun filling, in housing and other areas. Our resources are limited and, at the same time, more demands are being placed upon them."

- LOUISVILLE: "Over the last year we have created a Metropolitan Housing Coalition to address the issue of affordable housing. But it is important that affordable housing continue to be a major responsibility of the federal government in order for this critical problem to be eradicated."

- MINNEAPOLIS: "Local tax revenues and private contributions are already hard-pressed to provide basic services, infrastructure, and human development. The city, county and private foundation sources have provided $12,610,419 of the $14,238,762 invested in SROs and transitional housing over the last three years, or 89 percent, creating 563 units and 152 beds. It is doubtful that this level of effort can be sustained, while the need steadily increases."

- NEW ORLEANS: "There is no way that local housing programs are able to meet the housing needs of low-income households now. If there continues to be a decline in federal housing assistance, we will see more and more individuals who become homeless. These persons are having a difficult time as it is with some subsidies and will not make it in future months if help is not provided."

- PHOENIX: "The City of Phoenix sponsors a number of programs that assist in making housing affordable (buying down interest for first-time, low-income home buyers; public/private partnership in building affordable housing, etc.). The amount of local resources necessary to impact the problem is inadequate. Federal assistance is needed."

- PORTLAND: "Given the size of the waiting list (for assisted housing), we know we cannot meet the need now. Since there has been no new construction since 1980, we do not anticipate being able to meet our housing needs in the future."

- PROVIDENCE: "Land available for development in Providence is very scarce (five percent). Existing developed land is increasing rapidly in value. Low-income housing starts by non-profit developers are limited by the high cost of land and the refusal of lower cost neighborhoods to allow the development of low income housing."

- SAINT PAUL: "The City of Saint Paul, Ramsey County and the State of Minnesota do not have the necessary funds to maintain expiring Section 8 contracts for those who have assisted housing. The level of assistance the City can provide is at its maximum in order to provide units that are affordable to those with 48-50 percent of the median

income. As a 'built' city, Saint Paul does not have vacant land on which to build more than a fraction of the affordable units needed."

- SALT LAKE CITY: "Resources of local government are limited. National commitment to housing and other programs for low income persons needs to be increased to meet the need."

- SAN ANONIO: "Currently, the private sector is not investing any money to finance the construction of low income housing."

- SEATTLE: "There are 32,233 lower-income households needing housing assistance and local housing programs can only meet a small percentage of the need."

CITY DATA ON HOUSING

CITY	ASSISTED HOUSING DEMAND IN 1988	AVERAGE WAIT IN MONTHS	STOPPED ACCEPTING APPLICATIONS YES	STOPPED ACCEPTING APPLICATIONS NO	PERCENT OF ELIGIBLE HOUSEHOLDS SERVED
BOSTON	increased	12-72		x	43
CHARLESTON	increased	36	x		40
CHICAGO	n/a	(a)	x(f)		45
CLEVELAND	increased	+12		x	25
DENVER	increased	(b)	x(f)		n/a
DETROIT	increased	2-3		x	14
HARTFORD	increased	N/A		x	n/a
KANSAS CITY	increased	15-24(c)	x(f)		60
LOS ANGELES	n/a	60+	x		n/a
LOUISVILLE	increased	(d)	x(f)		25
MINNEAPOLIS	increased	3(e)	x(g)		21
NASHVILLE	increased	(d)	x		41
NEW ORLEANS	increased	4		x	12
NEW YORK CITY	same	12		x	n/a
NORFOLK	increased	12-24	x		73
PHILADELPHIA	increased	36	x		10
PHOENIX	increased	(d)		x	21
PORTLAND	increased	6-24		x	26
PROVIDENCE	increased	24-36	x		10
ST. PAUL	n/a	(d)	x		38
SALT LAKE CITY	increased	18		x	50
SAN ANTONIO	increased	12-36	x		15
SAN DIEGO	increased	48	x		n/a
SAN FRANCISCO	increased	36	x		n/a
SAN JUAN	increased	12	x		9
SEATTLE	increased	5-24	x(f)		16
TRENTON	increased	+12		x	25

(a) 10 years for section 8; otherwise varies by type
(b) families 2 months; elderly 2 weeks
(c) non-Section 8: 3 months
(d) varies by type
(e) longer for larger units
(f) Section 8 only
(g) for larger units

APPENDIX

POPULATION, POVERTY AND UNEMPLOYMENT DATA FOR THE SURVEY CITIES

CITY	1986 POPULATION ESTIMATE	1986 POVERTY RATE (ESTIMATED)	OCTOBER, 1988 UNEMPLOYMENT RATE
BOSTON	573,600	23.1%	3.1%
CHARLESTON	68,900	25.1%	4.1%
CHICAGO	3,009,530	26.4%	7.4%
CLEVELAND	535,830	25.4%	7.7%
DENVER	505,000	15.8%	6.3%
DETROIT	1,086,220	25.2%	10.1%
HARTFORD	137,980	28.9%	5.5%
KANSAS CITY	441,170	15.1%	5.8%
LOS ANGELES	3,259,340	18.9%	4.9%
LOUISVILLE	286,470	22.2%	5.5%
MINNEAPOLIS	356,840	15.5%	3.9%
NASHVILLE	473,670	14.4%	4.0%
NEW ORLEANS	554,500	30.3%	9.4%
NEW YORK CITY	7,262,700	14.4%	4.9%
NORFOLK	274,800	23.7%	5.7%
PHILADELPHIA	1,642,900	23.6%	6.0%
PHOENIX	894,070	12.7%	6.0%
PORTLAND	387,870	14.9%	5.5%
PROVIDENCE	157,200	23.5%	2.8%
SAINT PAUL	263,680	12.5%	3.8%
SALT LAKE CITY	158,440	16.3%	4.5%
SAN ANTONIO	914,350	24.0%	8.0%
SAN DIEGO	1,015,190	14.2%	4.0%
SAN FRANCISCO	749,000	15.8%	3.9%
SAN JUAN	522,700	54.5%	10.1%*
SEATTLE	486,200	12.8%	4.8%
TRENTON	91,160	24.3%	4.8%

* Figure is for San Juan metropolitan area.

City_____

TASK FORCE ON HUNGER AND HOMELESSNESS
INFORMATION QUESTIONNAIRE

Please complete the following survey and return it by **NOVEMBER** 18, 1988 to:

Lilia M. Reyes
U.S. Conference of Mayors
1620 Eye Street, NW
Washington, D.C. 20006

A report will be published based on the responses to this questionnaire. Experience has shown that such survey reports are effective when they include examples of individual city data. If, however, you want your city's answers to any questions held confidential, please specify those questions by number:_____

NOTE: The year for which information is requested is November 1, 1987 to October 31, 1988. It is referred to as "the last year" in the survey questions. A homeless person is defined as an individual who does not have a place of his or her own in which to live. A homeless family is defined as a unit comprised of one or two parents and at least one child which does not have its own place in which to live.

HUNGER

1. THE DEMAND

A) Has the number of requests for emergency food assistance in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____%
Please explain or expand upon your response, and include any data which supports it.

B) Has the number of families with children requesting emergency food assistance in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____%
Please explain or expand upon your response, and include any data which supports it.

C) What percentage of those requesting emergency food assistance are members of families with children? _____%

2. THE CAPACITY

A) Has the level of resources (e.g. funds, volunteers, food, etc.) available to emergency food assistance facilities in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____%
Please explain.

B) Are emergency food assistance facilities in your city used for _____emergencies only, _____a steady source of food for a long time, or _____both? Please explain.

C) For those who receive assistance, are emergency food assistance facilities able to provide an adequate quantity of food?
_____Yes _____No.

D) Is the food provided nutritionally balanced? _____Yes _____No.
Please explain.

3. THE FUNDING

During the last year, has your city government used its funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts?
_____Yes _____No. If yes, please check appropriate funding sources.
_____Locally generated revenues
_____State grants
_____Federal grants
- _____Emergency Food and Shelter Program (FEMA)
- _____Temporary Emergency Food Assistance Program
- _____Other Stewart B. McKinney Homeless Assistance Act Programs
- _____Community Development Block Grant
- _____Community Services Block Grant
- _____Other_____

4. THE UNMET NEED

A) Do emergency food assistance facilities in your city have to turn away people in need because of lack of resources? _____Yes _____No.
Please explain.

B) Please estimate the percentage of the demand for emergency food assistance in your city which goes unmet. _____%
Please explain or expand upon your response, and include any data which supports it.

5. THE CAUSES

What are the main causes of the problems of hunger in your city?

6. THE OUTLOOK

Do you expect the demand for emergency food assistance in your city to _____increase, _____decrease, or _____stay the same during 1989?
Please explain.

HOMELESSNESS

7. THE DEMAND

A) Has the number of people requesting emergency shelter in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____%
Please explain or expand upon your response, and include any data which supports it.

B) Has the number of families with children requesting emergency shelter in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____%
Please explain or expand upon your response, and include any data which supports it.

8. THE PEOPLE
A) Please describe the characteristics of your city's homeless population on the following chart:

	Percent of Homeless Population	During the Last Year, Number Increased	Decreased	Stayed Same
Members of Families with Children				
Single Men				
Single Women				
Unaccompanied Youth (age 18 and under)				
	100%			
Severely Mentally Ill				
Substance Abusers				
Employed (full or part-time)				
Veterans				

COMMENTS:

B) What percentage of the homeless families in your city are headed by:
two parents? _____% single parents? _____%

C) What percentage of the members of homeless families in your city are children _____% What percentage are adults _____%

D) Please discuss the impact that homelessness is having on the emotional and physical wellbeing of parents, children and families as a whole (e.g., family breakups, placement of children in child welfare facilities, unstable school situation, mental or other health problems.)

E) Please describe the conditions faced by an actual homeless individual in your city.

F) Please describe the conditions faced by an actual homeless family in your city.

9. THE CAPACITY

A) Did the number of emergency shelter beds for homeless people in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____%

B) Did the number of emergency shelter beds specifically for homeless families in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____%

C) Did the number of transitional housing units in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____%

D) Did the number of transitional housing units specifically for homeless families in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____%

E) Are there facilities in your city that provide emergency shelter solely to homeless families with children? _____Yes _____No.

F) Are there transitional housing facilities specifically for homeless families with children in your city? _____Yes _____No.

G) Do homeless families in your city have to break up in order to be accommodated in emergency shelters? _____Yes _____No. Please explain.

H) Do homeless families have to leave the shelters in which they are staying during the day? _____Yes _____No.
If yes, where do they go during the day?

10. THE FUNDING

A) During the last year, has your city government used its funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people?

_____Yes _____No. If yes, please check appropriate funding sources.
_____Locally generated revenues
_____State grants
_____Federal grants
_____Emergency Food and Shelter Program (FEMA)
_____Other Stewart B. McKinney Homeless Assistance Act Programs
_____Community Development Block Grant
_____Community Services Block Grant
_____Other_____

B) To what extent has the Stewart B. McKinney Homeless Assistance Act assisted you in meeting the needs of homeless people in your city?

11. THE UNMET NEED

A) Do emergency shelters in your city have to turn away homeless families in need because of lack of resources? _____Yes _____No. Please explain, including information on what happens to the homeless families that cannot be accommodated in shelters.

B) Do emergency shelters in your city have to turn away other homeless people in need because of lack of resources? _____Yes _____No. Please explain, including information on what happens to the homeless people who cannot be accommodated in shelters.

C) Please estimate the percentage of the requests by homeless people overall for emergency shelter in your city which goes unmet. _____% Please explain or expand upon your response, and include any data which supports it.

D) Please estimate the percentage of the requests for emergency shelter specifically by homeless families in your city which goes unmet. _____% Please explain or expand upon your response, and include any data which supports it.

E) In order of need, select the three groups of homeless people (families with children, single men, single women, unaccompanied minors, severely mentally ill persons, substance abusers, employed persons, or veterans) for whom emergency shelter or other needed services are particularly lacking in your city. Identify for each group which services are most needed, but currently lacking.

Group	Services Lacking
1.	
2.	
3.	

12. THE CAUSES
What are the main causes of the problems of homelessness in your city?

13. THE OUTLOOK
A) Do you expect requests for emergency shelter in your city to _____increase, _____decrease, or _____stay the same during 1989? Please explain.

B) Do you expect requests for emergency shelter by homeless families specifically to _____increase, _____decrease, or _____stay the same during 1989? Please explain.

HOUSING

14. A) During the last year did requests for assisted housing by low-income families and individuals in your city _____increase, _____decrease, or _____stay the same? By what percentage? _____%
Please explain your response, including any data which supports it.

B) What is the average wait in months in your city from the time of application for assisted housing until an applicant actually receives assistance? _____months.

C)) Has your city stopped accepting applications for assisted housing programs due to the excessive length of the waiting list? _____Yes _____No.

D) Please estimate the percentage of eligible low-income households in your city currently being served by assisted housing. _____%
Please explain or expand upon your response and include any data which supports it.

E) Given the decline in federal housing assistance, will local housing programs be able to meet the housing needs of low-income households in your city in the future? _____Yes _____No. Please explain.

Person completing form:

Name_____
Title/Agency_____
Address_____
Telephone_____

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